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**Cultural Dimension of Agricultural Landscape:
The Study on Protection, Management, and Governance
of the Multifunctional Heritage**

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Heritage

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By

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Dedicated to my family

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VITA AND PUBLICATIONS

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Salpina, D. (2018). *'La dimensione culturale del paesaggio agricolo'*. ClusterLAB Seminar *'Paesaggi Culturali. Ricerche in Corso'*. IUAV, Venice, 26 Feb. 2018.

ABSTRACT

In view of global problems such as climate change, food shortage, and rural emigration, the protection of certain forms of agricultural landscapes is gaining a new meaning. Notwithstanding the growing number of globally recognized agricultural landscapes and the development of new legal and institutional tools for their protection, the agricultural landscape is often questioned as a blurred concept of heritage. In comparison with conventional cultural heritage categories such as archeologic artefacts, arts, monuments, or museum collections, the agricultural landscape has multiple functions (cultural, social, economic, food security, environmental), which imply a constant and inevitable process of transformation hardly accepted by conventional heritage conservation practices.

The main question addressed in this research is *whether and how the multifunctional nature of agriculture influences the protection and management of agricultural landscapes as a heritage?* The thesis investigates the cultural dimension of agricultural landscapes from the conceptual, legal, and managerial perspectives.

First, based on the critical analysis of the legal and institutional frameworks concerning the protection of agricultural landscapes in Europe, with particular attention on Italy, it demonstrates an increasing complexity of the interactions between the sectoral policy instruments at the regional level expressed in the duplication of functions and clashes of interests.

Second, based on analysis of the primary sources, including the management plans and regulations, field observations, and 16 semi-structured in-depth interviews with key stakeholders, it investigates the local management and governance practices applied to the protection of heritage agricultural landscapes in Soave and Cinque Terre. It draws the 'map' of the interactions and interdependencies between the main stakeholders, their functions, and identifies the key governing entities.

The research results suggest that the plethora of protection mechanisms and public policies, at the local level, can be reflected in the heterogeneity of locally adapted governance models, characterized by considerable institutional diversity and the prevalence of specific interests over the others. The research concludes with guiding principles that can be used in developing strategies for the management and governance of agricultural landscapes.

INTRODUCTION

[...] landscape is much more likely to concern the man in the street or the woman in the fields, than is biodiversity¹

Why study the agricultural landscape?

The protection of agricultural landscapes as heritage is a relatively recent trend. The theme of historic, socio-cultural, and environmental qualities of agricultural landscapes have emerged once their transformation had grown into an increasing economic, environmental, cultural, and to some extent, even political problem. Hitherto the mechanization and intensification of agriculture, the farms in Europe were involved in a large spectrum of activities and production, which has contributed to environmental, aesthetic, and cultural qualities of agricultural landscapes.

In the period between 1950 and 1980, the priority of the European agricultural system (CAP), was to reduce the after war crisis and food shortage. In this context, the small hold agriculture has been transformed into a large scale land exploitation industry. Similarly, in East Europe and Central Asia, numerous Soviet agricultural reforms have converted the enormous territories of pastoral lands and traditional agricultural landscapes into homogeneous fields of staple crops. The thoughtless and indiscreet use of natural resources brought to significant environmental changes and loss of regional distinctiveness almost everywhere in the World.

The profound changes that had taken place in the rural areas of many European countries has appeared on the agenda of international conferences in 1980th. From a simplistic point of view, all types of agricultural activities could be seen as inherently damaging to biodiversity and ecosystems. However, certain typologies of agricultural landscapes and associated practices are increasingly recognized as a fundamental tool in the context of environmental problems and the rapid growth of the global population. Although in the process of constant evolution, some traditional agricultural landscapes have been preserved to our time thanks to traditional land management practices and ecological knowledge. Today the decisive role of traditional agricultural practices in sustaining hydro-

¹ Philips A. (2000) Landscape Conservation Law. Present Trends and Perspectives in International and Comparative Law,' Environmental Policy and Law, n.39, p.58

geological stability and bio-cultural diversity has been accepted unanimously by the international scientific community.

The protection of the agricultural landscape gains particular meaning in relation to its cultural dimension. Landscape, in general, is viewed as an '*anthropic system*', a '*palimpsest of past civilizations*'. Thus, agricultural landscapes reflect the history of human evolution and its adaptation to the natural environment, global and local socio-ecological conditions. They also embody the identity of certain communities at present. As such, the agricultural landscape is the full-fledged and complete expression of cultural heritage, a heritage made not by an artist, but by nature and farmers. It is important to note that, on their turn, the agricultural landscapes are affected by climate change, loss of biodiversity, soil erosion, and socio-economic dynamics. These threats concern both rural Europe, particularly the territories non-adapted or less adapted to mechanization such as hilly and mountain areas, and the developing countries, where the massive industrialization of agriculture is still underway.

In this view, the last few decades have seen an increasing interest in the protection of the agricultural landscape as a category of heritage. This can be observed both in the growing number of globally recognized agricultural landscapes and in the development of new legal and institutional tools for their protection. The agricultural landscapes now have become a concern for a multitude of entities and organizations at the global and supranational (European) scales, raising new theoretical and methodological questions in the domains of heritage protection, human geography, urban planning, anthropology, and nature conservation.

One of the first steps towards the international protection of agricultural landscapes was made by UNESCO. In 1992 after the first Earth Summit, the organization has adopted new operational guidelines, including the 'cultural landscape' category in the World Heritage Convention. Although the Convention does not address the agricultural landscapes in a specific manner, it has raised awareness of the global community on the cultural dimension of agricultural landscapes. In 2000, the European Landscape Convention proposed a robust framework that brought agricultural landscapes and cultural landscapes into new mainstream of heritage policies in many European countries. Even the last reform of the Common Agricultural Policy (CAP) seems to become more and more sensitive to the social function of agricultural landscapes. Indeed, the limited land cover in Europe, 'forcing' the national agricultural policies to switch their focus towards the quality of production, where the promotion of the link between product and territory, as well as

technics of production, is taking on particular importance. In this context, it is increasingly recognized that the protection and management of traditional agricultural landscapes can favor the rural economies, and therefore reduce the abandonment of marginal areas. Thus, Vanslebrouck and Van Huylenbroeck (2005) values *'the agricultural landscape as a non-commodity output from agriculture, both from a supply and demand perspective'*.² According to the authors, the positive amenities from agricultural activities played an essential role in the demand for rural tourism and highlighted an important role of the trade-off with food and fiber production in enhancing farmers' willingness to participate in landscape programmes.

Notwithstanding many successful inscriptions of agricultural landscapes in the UNESCO, FAO, and national heritage lists, agricultural landscape as heritage is often being questioned as a blurred and uneasy heritage. While the inscription of such 'sites' in international and national heritage lists engenders many questions both in academic and professional circles. Thus, in comparison with other, let's call them 'classical' cultural heritage categories (such as archeologic artifacts, arts, monuments, and museum collections), the agricultural landscapes have continuous 'use' function, which implies constant and inevitable process of transformation, hardly accepted by conventional heritage conservation practices, whose primarily objective is the conservation of the original state of cultural property.

The concept of multifunctional agriculture first developed in the field of economy, when applied to agricultural landscape means that the latter provides both monetary and public goods in the form of environmental (e.g., soil protection, climate change resilience, biodiversity) and socio-cultural services (well-being, recreation, and sense of identity) (Abler, 2004; Brunstad, 2005; Vanhuylenbroeck, 2007; Pérez, 2010).

During the Rio Earth Summit in 1992, the notion of 'multifunctional agriculture' was used to contest that in addition *'to the production of food and fiber, agriculture also produces a wide range of non-commodity goods and services, shapes the environment, affects social and cultural systems and contributes to economic growth'*.³ Further, the subject has been developed by agricultural and environmental economists within the framework of the Organization for Economic Co-

² Vanslebrouck I., Vanhuylenbroeck G. (2005) Landscape Amenities: Economic Assessment of Agricultural Landscapes. Springer.

³ Ibid, p.1

operation and Development (OECD)⁴. Thus, Abler (2004) has argued that *'public goods associated with agriculture (including cultural heritage) are not joint with commodity production per se, but rather with land-use practices and agricultural structure's'*.⁵ In this context, according to Van Huylenbroeck et al. (2007), the *'multifunctionality can be a unifying principle to bring the productive and non-productive functions into harmony, which requires the development of new institutional arrangements and a major change in policy incentives'*.⁶ The authors differentiate between the economic, social, and environmental functions of agriculture. Thus, the multifunctional nature of agricultural landscapes involves a myriad of interests, actors, institutions, and public policies. This intricate plot of interrelated interests (e.g., environmental protection, food security, development of rural economies, preservation of cultural diversity, and recreational space) melt around the management of agricultural landscape as heritage. The harmonization of these interests most of the time is constrained by a series of conflicting views like, for example, conservation vs. production, development vs. preservation. Thus, being at once the productive land, natural milieu, and cultural construct, with economic, environmental, and cultural functions, makes the protection and management of this heritage a complicated task. To some up, there are many reasons to protect and to study the protection and management of agricultural landscapes:

- By protecting traditional agricultural practices, we promote sustainable food production, which takes particular importance in the view of the increasing global population and environmental changes.
- By enhancing the agricultural landscapes, we preserve the cultural diversity and thus benefit the quality of life of both rural and urban dwellers.
- The study on multifunctional agricultural landscape allows understanding cultural heritage in all its complexity.

⁴ See OCDE (2003). Multifunctionality: The Policy Implications, Éditions OCDE, Paris, <https://doi.org/10.1787/9789264104532-en>; OCDE (2008). Multifunctionality in Agriculture : Evaluating the degree of jointness, policy implications, Éditions OCDE, Paris, doi: [10.1787/9789264033627-en](https://doi.org/10.1787/9789264033627-en); Goda, M. (2008). Agricultural Multifunctionality and Village Viability : a Case Study from Japan. In Multifunctionality in Agriculture : Evaluating the degree of jointness, policy implications, Éditions OCDE. doi: 10.1787/9789264033627-5-en.

⁵ Abler, D. (2004) Multifunctionality, Agricultural Policy, and Environmental Policy. *Agricultural and Resource Economics Review* 33/1 (April 2004): 8-17.

⁶ Huylenbroeck G.V., et al. (2007) Multifunctionality of Agriculture: A Review of Definitions, Evidence and Instruments, *Living Rev. Landscape Res.*, 1.

In addition, there is a gap in the knowledge and research on agricultural landscapes. Looking at the publications and the conferences organized by such scientific networks, one can note a tendency towards the consideration of the agricultural landscapes within a broad theme of landscapes, which do not necessarily reveal the peculiarities of the former. Although such publications to some extent help to discover the nature, values, and risks concerning the agricultural landscape (Zonneveld 1995; Olwig 1996 and 2002; Taylor 1998; Claval 2004; Antrop 2005 and 2013, Fairclough 2006 and 2018; Palang and Fry, 2013; Roe and Taylor, 2014), it remains being a marginal topic within the broad framework of cultural landscapes.

Surprisingly, the majority of studies on the agricultural landscape, at least in Europe, are coming from the field of cultural, human, and physical geography. Most of these studies apply empirical approach and focus on specific types of agricultural landscapes in certain regions, such as: Enclosed fields in Ireland (Aalen et al., 2011), types of field systems on Crete (Rackham et al., 2010), *cultura promiscua* in Italy (Ferrario, 2019), polder landscape in Netherlands (Pedroli, 2016), *montados* in Portugal (Abreu and Orey, 2015), *huertas* in Spain (Soriano i Piqueras, 2015). In addition, there has been a series of studies in the field of agricultural and ecological studies focusing on the agricultural landscape as a cultural phenomenon. Thus, in Hong et al. (eds., 2014) the agricultural landscape is approached as a 'biocultural landscapes'. The concept of bicultural diversity goes beyond biodiversity and includes the human scale of the landscape.

A large number of studies on agricultural landscapes have been published by architects and urban planners, who focus mainly on urban and peri-urban agricultural landscapes. Some of the studies focus specifically on the relationship between cultural heritage and agricultural landscapes and explores the material and immaterial heritage in peri-urban and urban agricultural landscapes (Branduini et al., 2016; Diamantini C., 2016; Serra et al., 2018). Overall, there is a certain tendency to make a distinction between agricultural landscapes and cultural heritage. It can be observed in the statements such as 'cultural heritage in agricultural landscapes', 'cultural elements present in landscapes', or 'cultural heritage of agriculture' (Daugstad et al., 2006; Pungetti and Kruse, 2010). Thus, according to Daugstad et al. (2006), the multifunctional role of agriculture is expressed in the production of collective goods, such as food, fiber, and, most importantly, the cultural heritage. In this context, it becomes ambiguous whether we should consider the agricultural landscape as the heritage per se or as a 'container' for the elements of cultural heritage.

To the best knowledge of the author, there have been no studies addressing the multifunctionality of agricultural landscapes from the heritage protection perspective. However, there is a multiplicity of studies addressing the multifunctionality as a policy paradigm. From the perspective of human geography Pérez (2010) argues that present-day conceptual and regulatory frameworks addressing the ‘multifunctionality of agriculture’ understand territory in different ways. That is why the implications of the regulations are contradictory and redundant. The author argues that agricultural policies do not sufficiently take into account the productive specificities related to location (such as peri-urban, mountain, valley, and rural agriculture), and territorial policies pay less attention to productive agrarian functionality. The result of such scenario is *‘agriculture without territory and territories without farmers, which hinders the exploitation of the synergies of the character (both sectoral and territorial) of agriculture’*.

Strecker (2018) focuses on the international legislation from a broader perspective of landscape protection and spatial justice dimension. The author explores the various avenues for the protection of landscape in EU law, including the institutional, substantive, and procedural aspects, however, with no specific attention to agricultural landscapes. Similarly, the PhD thesis of Florio (2014) explores a broad spectrum of legal instruments dedicated to the protection of landscapes in Italy and France and their historical evolution, with no emphasis on agricultural landscapes.

Numerous theoretical models and conceptual frameworks have demonstrated how the sectoral and territorial policies influence the physical and socio-cultural structures of landscapes. Van Zanten et al. (2014a) have adapted the cascade framework of Heines-Young and Potchin (2010) to the agricultural landscape, in order to demonstrate the cause-effect links between policies, agricultural landscapes, and societal benefits. It is argued that by influencing the ownership structures and actors’ management, the sectoral policies and regulations influence the landscape structures and, therefore, the landscape services. Zasada et al. (2017) have further developed this conceptual model by integrating the territorial and socio-institutional dimensions of agricultural landscapes. The authors argue that in order to understand the effects of policies on agricultural landscapes and societal benefits that they produce, it is necessary to take into consideration the local socio-institutional structures (local actors and their networks) and the territorial dimension addressed by these policies.

What concerns the management of agricultural landscapes, here again, the major part of the literature focus on the management of cultural landscapes in general.

Although too broad, such literature brings up essential reflections on the management issues relevant to all types of cultural landscapes, including those shaped by agricultural practices. There are several books that collect the case studies on management practices applied to agricultural landscapes (Mautone, 2009; Taylor and Lennon, 2012; Taylor et al., 2014; Agnoletti, 2016), and publication on the various methodologies to manage and plan the landscape resources, including the agricultural ones (Estrada-Carmona et al., 2014; Stenseke, 2016; Mann et al., 2018).

The present literature review has shown the existence of a large amount of research and literature addressing the landscape from a perspective of archeology, history, cultural geography, policy, agriculture, and economy, such literature highly fragmentary. However, the studies on the protection of rural/agricultural landscapes are often limited to agricultural and environmental policy (Brouwer, 2004; Baldock, 2015; Alabrese et al., 2017), spatial planning and nature protection (Florio, 2014; Rodgers, 2015; Piscitelli, 2017; Gottero, 2018). In this context, there is a lack of a systematic study that would address the sectoral policies concerning agricultural landscapes and their interrelations from the heritage protection perspective. In addition, despite an increasing number of heritage agricultural landscapes and a large number of principles for the management of cultural or rural landscapes, there is still a lack in a practical and comprehensive tool that would guide managers and decision-makers dealing with agricultural landscapes at the local level. Thus, we can observe the lack of the empirical research addressing the multifunctional nature of agriculture. In this context the actual management and governance practices remain being a marginal topic of research.

Objectives, research questions, and structure of the thesis

The overall purpose of the research is to deepen the understanding of the agricultural landscape as a heritage and to clarify the implications of the multifunctionality on the protection and management of agricultural landscapes. The study aims to provide a comprehensive framework of analysis that may also serve as a guide for implementation that can facilitate the management strategies and 'navigate' the decision-makers and site managers in the complexity and multitude of policies and perspectives. The main question addressed in this research is *whether and how the multifunctional nature of agriculture influences the protection and management of the agricultural landscape as a heritage?*

In order to answer this question, the research investigates the agricultural landscapes from: Conceptual (*What makes productive land a heritage? What implies the multifunctional nature of agricultural landscapes?*); legal (*Whether and how the multifunctionality influences the legal and institutional protection of agricultural landscapes? What are the main clashing aspects affecting the legal and institutional protection of agricultural landscapes?*); and managerial perspectives (*Which are models of local governance applied for the management of agricultural landscapes? Whether and how the multifunctionality is reflected in the local management and governance practices?*). Specifically, the research aims to accomplish three sub-objectives:

1. To clarify the concept of agricultural landscape as a heritage and what implies its multifunctionality.
2. To provide the interpretation of the views and perspectives manifested in the supranational and national legal scenarios and institutional mechanisms.
3. To provide the guiding principles for the management and governance of agricultural landscapes that can effectively address their multifunctional nature.

Accordingly, the research has been organized around three main areas of research: 1) conceptual framework; 2) legal and institutional framework for the protection of agricultural landscapes in Europe with focus on Italy; 3) management framework, including the local governance practices (fig., 1).

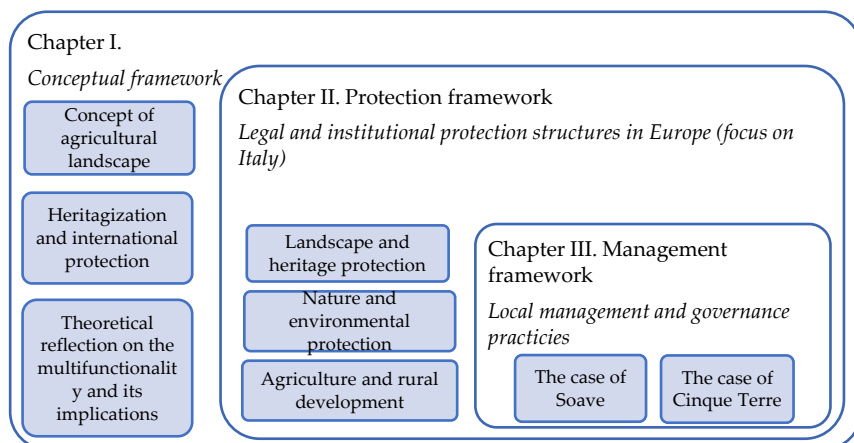


Figure 1. Structure of the research

Conceptual framework

The conceptual framework provides new lenses to analyse agricultural landscapes. The aim of the Chapter is to introduce the reader to the concept of the agricultural landscape and its multifunctionality. The lines of reasoning provided in this Chapter will serve as a base in the next chapters, which address the protection and management of the agricultural landscape in details.

The first set of paragraphs is dedicated to the concept of the agricultural landscape. It starts with the clarification of differences between rural and agricultural landscapes, and follows by the theoretical discussion on the conception of the agricultural landscape and its cultural dimension. The first objective is to clarify why and when the agricultural landscape is considered as a heritage 'worthy' of protection. The second objective is to cover the gap in the definition of the agricultural landscape provided by the present-day literature. The main questions addressed in these paragraphs are: *Which is the difference between rural and agricultural landscapes? What makes a productive land a heritage category?*

In the second set of paragraphs, the discussion follows by the analysis of the global protection framework that attributes the heritage status to the agricultural landscape. It focuses on two protection mechanisms developed within the UN system: The Conventions of UNESCO (1972, 2003) and the GIAHS Programme of UN FAO. As compared to other international entities, UNESCO and FAO provide the most comprehensive mechanisms of protection based on the multiplicity of functions such as research, registration, funding, and policy support. The main questions addressed is *how agricultural landscapes becomes heritage at the international level?* The analysis serves as an introduction to the legal and institutional protection structures discussed in the Chapter II.

The third group of paragraphs deals with the conceptual framework for the multifunctional nature of the agricultural landscape by exploring the multiplicity of values, risks factors, interests and actors involved. First, it synthesizes the values of the agricultural landscapes and the schematic representation of the relations and interdependencies between these values. Second, it groups the risk factors affecting the management of the agricultural landscapes and draws the cause-effect relationships for understanding the risks that may affect the agricultural landscapes. Third, it summarizes the actors involved in the management of the agricultural landscapes and analyses the compatibility of their interests. The main question addressed: *Which are values, risks, interests, and actors to consider in the protection and management of agricultural*

landscapes? This framework introduces the reader to the groups of stakeholders and their interest that will be used throughout the Chapter III.

Protection framework

In the classical management theory, the legal framework is often placed in the group of the external factors affecting the management strategies.⁷ Nonetheless, we cannot deny that the agricultural landscapes are the visible result of agricultural, nature protection, heritage, and urban planning policies. Therefore, the protection of agricultural landscapes directly depends on the institutional and legal context surrounding it.

Chapter II aims to provide an interpretation of the views and perspectives manifested through the supranational and national legal scenarios and institutional mechanisms. In particular, it tries to establish a comprehensive understanding and exemplification of the areas of convergence and divergence between the sectoral policies in Europe. With this objective, the research provides a critical analysis of legal and institutional structures concerning the protection of agricultural landscapes in Europe and their application at the national level. The main questions addressed in this chapter are the following:

1. *Which is the legal and institutional framework concerning the protection of agricultural landscape?*
2. *How is the multifunctionality reflected in the sectoral fragmentation of public policies?*
3. *What are the main clashing aspects affecting the legal and institutional protection of agricultural landscapes?*

This chapter explores the complex matrix of policies that have an effect on the protection of agricultural landscapes. It builds upon the protection of the agricultural landscapes within the European normative and procedural framework (heritage designation, planning regulation, and assessment procedures), addressing the national cases as well as the international debate. It mainly explores the case of Italy, which has an exceptional and privileged role in the context of landscape protection. This state has developed one of the old and sophisticated protection mechanisms for agricultural landscapes in Europe.

⁷ See Taylor, F. W. (1911). *The principles of scientific management*. New York: Harper & Brothers.

Even the background of today's global protection of cultural landscapes lies in the Italian theory of cultural properties (*Teoria dei beni culturali e ambientali*). Already in the sixties, the *Commissione Franceschini* recognized the necessity to protect the multiple forms of landscapes: *'le zone corografiche costituenti paesaggi, naturali o trasformati dall' opera dell' uomo, e le zone delimitabili costituenti strutture insediative, urbane e non urbane, che, presentando particolare pregio per i loro valori di civiltà, devono essere conservate al godimento della collettività'*.⁸ It also stated that certain territorial features, such as agrarian crops, related infrastructures, and buildings, etc., were valuable not only as evidence of civilization (*'testimonio materiale avente valore di civiltà'*) but also because of their immaterial dimension expressed in a particular way of shaping and conserving the landscape.⁹ Currently, Italy owns a relatively robust legal framework for the protection of agricultural landscapes and therefore stands out from other European countries. Even the Italian Constitution states that the Republic *protects the landscape and the historical and artistic heritage of the nation*.¹⁰

The morphological diversity and the climatic conditions of the country have contributed to the development of the large variety of agricultural landscapes within a relatively small territory. This can be observed in a largest in Europe concentration of the *high nature value farmland* (HNV),¹¹ and internationally recognized heritage agricultural landscapes. The UNESCO World Heritage list counts five agricultural landscapes in the territory of Italy, which currently constitutes around 10% of the total number of agricultural landscapes in the list.¹²

The multifunctional nature of agricultural landscapes involves a myriad of public policies, including urban planning, agriculture and forestry, culture and human rights, ecology, and environment. This multidimensionality and multiple associated functions (cultural, economic, and environmental) are used in this chapter as an organizing principle for thinking about the protection of

⁸ Commissione Franceschini (1967) cited in Pica, V., Sodano C. (2015). *I Paesaggi Culturali nella Normativa di Tutela*. Commissione Tematica Museologica, ICOM.

⁹ Yanez, C. M. (2010). *The International Day for Monuments and Sites, Theme for 2012 – The Heritage of Agriculture*, ICOMOS.

¹⁰ *'La Repubblica promuove lo sviluppo della cultura e la ricerca scientifica e tecnica. Tutela il paesaggio e il patrimonio storico e artistico della Nazione'*, art.9 of the Italian Constitution

¹¹ See the data of European Environmental Agency (EEA) from 2017

¹² The UNESCO Agricultural Landscapes in Italy currently includes: Costiera Amalfitana (inscribed in 1997), Portovenere, Cinque Terre, and the Islands (Palmaria, Tino and Tinetto) (1997), Val d'Orcia (2004), Vineyard Landscape of Piedmont: Langhe-Roero and Monferrato (2014), and Le Colline del Prosecco di Conegliano e Valdobbiadene (2019).

agricultural landscape as a heritage category. This principle can be schematically demonstrated as in the figure 2.

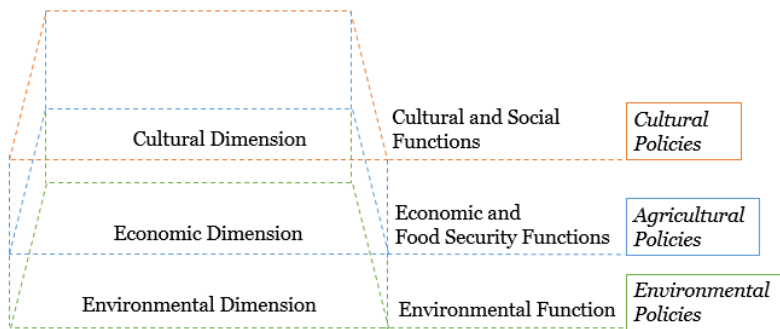


Figure 2. The policy framework

Thus, the agricultural landscape is a multidimensional heritage, and as such, it has multiple functions (cultural, social, economic, food security, and environmental functions). The multifunctionality, in its turn, entails the involvement of international and national public policies and normative implications from different sectors (cultural, environmental, and agricultural policies), inevitably concerning protection and management of agricultural landscape as heritage. Thus, the study on the sectoral policies is structured according to three main functions of agricultural landscapes: Heritage function, productive function, and environmental function. Accordingly, the analysis of the sectoral policies in Europe and Italy is articulated in the following manner:

1. *Agricultural landscape as a Cultural Heritage.* This group of sections includes a critical analysis of the European Landscape Convention and its implementation in Italy. Specifically, it focuses on the Code on Cultural properties and Landscapes and the regional landscape planning system.
2. *Agricultural landscape as a Productive Land and Driver of Rural Development.* The analysis focuses on the protection of agricultural landscapes within the EU Common Agricultural Policy (CAP) and its second pillar, the Rural Development Policy. Further, it analyses the implementation of rural development measures in Italy. The result of this research has been published in Salpina, D (2019). *How sectoral policy can benefit the protection of multi-functional cultural heritage? The case of agricultural landscape and the EU rural development policy.* Aedon, Rivista

di arti e diritto on line, n. 2. doi: <http://10.7390/94139>. The sections 2.2., 3.4., and conclusion partly base on this article. In addition, the chapter discusses the new perspectives of the Italian agricultural and rural development policy expressed in the National Registry of Rural Landscapes and the emergence of the legal texts concerning the specific typologies of agricultural landscapes.

3. *Agricultural landscape as an Environmental Asset*. Here the EU environmental policy is articulated through the Habitat Directive and the EU Environmental Assessment Directives. The chapter discusses the transposition of the EU environmental policy on the Italian legislation. It concludes with the analysis of the Italian law on protected areas (n. 394/1991) and park instruments.

Further, to construct a broader vision on the legal and institutional protection frameworks in Europe, the Chapter concludes with analysis of the legal and institutional frameworks concerning the protection of the agricultural landscape in France. The chapter investigates bridges and clashes between cultural, environmental, and agricultural policies, which inevitably influence the management of agricultural landscapes. It is essential to note that the list of the legal and institutional instruments analyzed in this chapter is not exhaustive. Indeed, the agricultural landscape involves a much more extensive range of policies and legislations concerning urban planning, soil and water protection, genetic resources, animal health, private property, human rights, and spatial justice. In addition, the classification of the sectoral policies into cultural, economic, and environmental is arbitrary because, in some cases, it is difficult to classify a legal or institutional instrument as a purely sectoral. Think of the Italian Code on cultural heritage and landscape, which besides the cultural heritage matters, also considers the natural heritage, territorial, and socio-economic development matters. This structuring does not necessarily replicate the evolution of the legal framework protecting the agricultural landscapes.

However, it was necessary to define the scope of the research and to limit the number of institutional and legal tools. The selection was based on the commonly recognized functions of agricultural landscapes. In contrast, the set of the legal and institutional instruments corresponding to each function have emerged gradually throughout the research period and required the prioritization skills. The author considers that the present classification and the set of institutional and legal tools best reflect the nature of agricultural landscapes, highlight the main clashing interests, and regroups the legal and institutional structures in a comprehensive order. The chapter provides a critical

overview of these instruments concerning the protection of agricultural landscapes, according to the following structure:

1. Rationale: *What the legislative/institutional tool is about? What it protects?*
2. Reference: *How agricultural landscapes are addressed?* (definition, if any, method, approach, a critic in relation to agricultural landscapes)
3. Interactions with other sectoral policies: *How it relates to other legislative/institutional tools concerning agricultural landscapes?*

The research has demonstrated that the last aspect is particularly evident in the interaction of the sectoral planning systems at the regional level (expressed in the form of landscape/territorial plans and rural development plans), and punctual level (expressed in form of park plans and regulations in the case of agricultural landscapes located within the territory of protracted areas). The study is further developed in Chapter III, which explores the planning systems as applied to the case studies.

Neither the EU legal framework nor treaties of the Council of Europe (CoE) address the protection of agricultural landscapes directly. Nevertheless, the analysis shows an increasing sensibility of the supra-national, national, and regional policies to the landscape preservation objectives. In the case of the rural development policy, these tendencies are motivated mostly by environmental services provided by agricultural landscape, rather than its cultural value. While the environmental protection directives still lack comprehensive methods and criteria for the assessment of the landscape transformation impact. In this context, the ELC remains the primary tool at the European level that addresses the protection of agricultural landscapes in all its dimensions. However, much depends on the scope and definition of the Convention within national law, as well as the nature of standing requirements in various jurisdictions.

Management framework

If Chapter II focuses on the protection framework of the multifunctional agricultural landscapes, the focal point in the Chapter III is the management framework of the multifunctionality. The focus of this Chapter is not legally prescribed theoretical concepts of landscape management, nor an abstract definition of management as a combination of norms, principles, and procedures. Instead, based on case studies, it analyses the local management and governance practices aimed at safeguarding, rehabilitation, enhancement, and

promotion of the tangible and intangible dimensions of the agricultural landscapes.

The research aims to establish the empirical model for the management of agricultural landscapes at the local level presuming that the focus on the immediate level gives better insights on how agricultural landscapes are protected and enhanced in practice. The main questions addressed in this Chapter are: *Which are models of local governance applied for the management of agricultural landscapes? How to manage the multifunctional heritage such as the agricultural landscape?* Besides, the Chapter tries to clarify whether such 'local scenarios' can be referred to as the dichotomy within the national and within the international protection policies. *Whether and how the multifunctionality is reflected in the local management and governance practices?*

In order to answer these questions, the research focuses on two traditional agricultural landscapes - *the Vine Hills of Soave* (n.1) and *the Terraced Agricultural Landscapes of Cinque Terre* (n.2) – both located in Italy (fig., 3).



Figure 3. The geographical scope of the research.

The case studies were not a random choice. The 'heritage values' of these agricultural landscapes have been recognized at the National level, and by the

International organizations (UNESCO in the case of Cinque Terre, and FAO in the case of Soave).

Furthermore, the agricultural landscapes are similar in terms of their morphological structure (dry-stone terraces), as well as type of crops (prevalently viticulture). Regardless the fact that both agricultural landscapes are prevalently wine landscapes and that both are recognized as heritage at the global level (UN system), there is considerable discrepancies in terms of the production system. Thus, the role played by the agricultural activity for the local economy differ considerably. In the case of the vine hills of Soave, the major part of population is involved in the agricultural sector, while vine growing and wine making represent the basis of the local livelihood and an important share of the provincial economy. In the case of the terraced agricultural landscape of Cinque Terre, the agriculture has become an emblematic element of the territory rather than an important branch of the local economy. The latter function is pulled away by the touristic sector.

Therefore, these two case studies reflect the diversity of protection and management mechanisms within one national context, enabling further reflections on the arguments derived from the Chapter II. The focus on two different case studies is essential in the context of the research focusing on the multifunctional nature of agricultural landscapes. These case studies are used throughout the thesis both to identify the interrelations between the sectoral policies and to understand the contrast of local governance and management mechanisms.

The chapter starts with the analysis of terminology, in order to clarify what is meant by the management in the case of agricultural landscapes. It underlines the close interrelationships between management and governance. The literature review has shown an increasing heterogeneity of the methods and aspects used for the analysis of the management practices in cultural landscapes. None of them provides a framework for a structured and complete analysis of the management practices. Therefore, based on the review of the existing literature and guidelines, it draws a set of variables that are used throughout the analysis of the case studies: 1) planning and control; 2) agriculture and production; 3) tourism; 4) tangible dimension; 5) intangible dimension; 6) environmental dimension and risk management; 7) valorization¹³.

¹³ Unfortunately, in this research, it was not possible to consider all variables. For example, it was decided to do not apply to this analysis an essential principle in managing the agricultural landscapes - 'Quality of life' of the local population. It

Variables	Questions
Planning and control	<i>Which are the planning instruments directly regulating the management of the agricultural landscape? Which are the mechanisms set up in these plans? Who (and to whom) is accountable for drafting and realization of these plans?</i>
Agriculture and production	<i>How and by whom these traditional agricultural activities and productions are preserved?</i>
Tourism	<i>How is tourism developed in relation to the agricultural landscape? Who is involved in this process?</i>
Tangible dimension	<i>Which are the conservation actions undertaken in order to preserve or rehabilitate the tangible (physical) dimension of the agricultural landscape and by whom?</i>
Intangible dimension	<i>How and by whom the intangible dimension of the agricultural landscape is preserved?</i>
Environmental dimension and risk management	<i>How and by whom the environmental (or natural) dimension of the agricultural landscape is protected? Which are the risk assessment and management tools applied (and by whom)?</i>
Valorization	<i>How and by whom the cultural dimension of the agricultural landscape is enhanced?</i>

Table 1. Variables in the management of agricultural landscapes

These variables are result of the ‘brainstorming’ and the analysis on the concept, governance and management principles for agricultural and rural landscapes, proposed in IUCN, UNESCO, ICOMOS, GIAHS, ICCROM work papers and manuals, ECL guidelines, World Heritage Operational Guidelines (para 111), indicators for resilience in socio-ecological production landscapes developed within the Satoyama Initiative¹⁴, Addis Ababa Principles and Guidelines for the

directly contributes to the social capital of the rural territories and therefore encourages the development in remote areas, where the agricultural landscapes are spread. However, the quality of life is highly subjective, and therefore it is difficult to draw a definition or to evaluate the effectiveness of the contribution made.

¹⁴ Established in 2010, the Satoyama Initiative aims ‘to contribute to the revitalization and sustainable management of areas affected by human production activities – agricultural, pastoral, aquacultural and others – which the premise that these areas, when well managed, can help to conserve biodiversity while at the same time providing humans with sustainable ecosystem services’. The initiative is managed jointly by the Ministry of the Environment of Japan and the United Nations University Institute of Advanced Studies (UNU-IAS). During the last

Sustainable Use of Biodiversity, as well as the literature overview and benchmarks on the management of landscapes, protected zones, and heritage in general. Those are all interconnected variables, and therefore, it was not an easy task to organize the analysis according to these separate topics. However, it was a necessary condition to make the research structured and comprehensive, as well as to simplify the identification and classification of the local actors. The variables presented above help to draw the 'map' of their interactions and interdependencies, as well as to discern the key governing entity. The latter is often named as a 'strategic stakeholder'¹⁵, 'gatekeeper'¹⁶, local 'decision-maker', or a 'governing body'¹⁷.

The analysis of the case studies are organized in the following structure: First, the introduction to the case studies, including their values and risk factors. This part mainly bases on the synthesis of the statutory and strategic documents, plans, national and regional legislative documents, as well as secondary literature and personal observations from the field visits. Based on the variables mentioned above, the second part of the analysis assesses the management of traditional agricultural landscapes. It discusses the integration of the main stakeholders under each variable and identifies the local governing bodies. If in the case of the economically viable wine region of Soave, such role is played by the Consortium of local wine producers, in fragile territory of Cinque Terre, it is the National Park, who performs the managerial role. In order to understand whether the nature and functions of the governing bodies may affect the management of the heritage agricultural landscapes, it was necessary to make a detailed analysis of two governance models: National Park and Consortium of producers. Thus, the last part of the Chapter focuses on the locally applied management practices through the prism of *who and how to perform such functions*.

decade it has produced a number of reports concerning the management, protection and rehabilitation of agricultural landscapes, including the 'Indicators of resilience in socio-ecological production landscapes and seascapes', which are available at: www.satoyama-initiative.org [last accessed 8.10.2019]

¹⁵ Van der Yeught, C., (2008), Favoriser le développement d'un cluster "tourisme durable" au sein d'une destination touristique: le cas des Cinq Terres (Italie), Conference: CIFEPME, At Louvain-la-neuve.

¹⁶ Cohen Wesley, M., Levinthal, D. A. (1990). Absorptive Capacity: A New Perspective on Learning and Innovation, Administrative Science Quarterly, vol. 35, n° 1: 128-152

¹⁷ Borrini-Feyerabend, et al. (2013). Governance of Protected Areas: From understanding to action. Best Practice Protected Area Guidelines Series No. 20, Gland, Switzerland: IUCN.

Although ‘governance’ is often confused with the term ‘government,’ at the local level, it engages a much more full range of entities. Indeed, (Graham et al., 2003) identifies governance as *‘the interactions among structures, processes, and traditions that determine how power and responsibilities are exercised, how decisions are taken, and how citizens or other stakeholders have their say.’*¹⁸ Therefore, it may concern not only the government but also other social organizations, including local private and public institutions as well as individuals (e.g., farmers).

The Chapter synthesizes *de-jure* and *de-facto* functions of both institutions, in order to draft an argumentative and comparative evaluation of their benefits and limits. The comparative analysis is based on the following structure:

1. De-jure functions. *Which are the functions of the ‘strategic stakeholder’ assigned by the Law?* The section includes the analysis of the legal context endowing the ‘strategic stakeholders’ with powers and responsibilities.
2. Organizational structure. *Which is the organizational structure of the ‘strategic stakeholder’?* The section focuses on the mission, aims and organigram of the entities, distribution of duties within the organization, and professional background of the members.
3. Performance. *How the ‘strategic stakeholder’ performs its duties?* The section assesses the performance of the ‘strategic stakeholders’ based on the following principles of ‘good governance’:

Principle (1) - ‘Accountability and Transparency’. The process of accountability may vary according to the regulatory and customary regimes in which they are enacted. Mashow (2005) defines six important questions to be answered in any accountability relationship: *‘Who is liable or accountable to whom; what they are liable to be called to account for; through what process accountability is to be assured; by what standards the putatively accountable behavior is to be judged; and with what effects, describe what I will call an ‘accountable regime’*¹⁹. According to IUCN principles of good governance (equitable governance) in a protected area context, accountability is defined as one of the main principles of the quality of the governance (Borrini-Feyerabend, 2013). Thus, accountability means that

¹⁸ Graham, J., et al. (2003), Governance principles for protected areas in the 21st century, a discussion paper, Institute on Governance in collaboration with Parks Canada and Canadian International Development Agency, Ottawa, 2003. Rf: https://www.files.ethz.ch/isn/122197/pa_governance2.pdf [last accessed 2 Oct 2018]

¹⁹ Mashow J.L. (2005) Structuring a ‘Dense Complexity’: Accountability and the Project of Administrative Law’, 5 Issues in Legal scholarship 1, pp.16-17 cited in Fisher et al. (2013)

decisions and actions taken by the governing bodies are *'subject to oversight so as to guarantee that government initiatives meet their stated objectives and respond to the needs of the community they are meant to be benefiting.'*²⁰ The primary considerations to take into account while evaluating the accountability of the governing bodies are transparency and reporting/answerability.²¹ Thus, not only state and regional bodies, but also the public (residents, visitors, media, and civil society) should be able to access the information related to the performance of the decision-makers. This section analyses *how and to whom the 'strategic stakeholder' is accountable?*

Principle (2) – 'Economic sustainability.' There might be a multitude of governance models providing the protection and valorization of agricultural landscapes. However, the absence of stable and sustainable income resource(s) covering the operational and strategic costs of the organization might bring to the frequent change of the short-term operators in the territory. Such governance most likely would affect the effectiveness of the management and protection of the historic agricultural landscape. Within the principle of economic sustainability, we may also include the capacity of the governing body to distribute the resources available for the management of agricultural landscapes. Therefore, the main question is *how the long-term economic sustainability of the governance model is ensured?*

Principle (3) – 'Inclusiveness.' It is one of the main principles of 'good governance,' which can be defined as the involvement and participation of the local community in the management process, or the principle of 'legitimacy and voice.'²² This principle is the core of Faro Convention, which delineates the importance in encouraging the public participation *'in the process of identification, study, interpretation, protection, conservation and presentation of the cultural heritage; as well as public reflection and debate on the opportunities and challenges which the cultural heritage represents'*²³. Before the Faro Convention, this principle was outlined in the European Landscape Convention, which calls the State Parties *'to establish procedures for the participation of the general public, local and regional authorities, and other parties with an interest in the definition and implementation of the*

²⁰ World Bank Group. Accountability in Governance. Rf: <https://siteresources.worldbank.org/PUBLICSECTORANDGOVERNANCE/Resources/AccountabilityGovernance.pdf> [last accessed 2 Oct 2018]

²¹ Borrini-Feyerabend et al. (2013), *op.cit.* p.59

²² Graham, et al. (2003), *op. cit.*

²³ Art 12 (a), CoE (2005). Europe Framework Convention on the Value of Cultural Heritage for Society, Faro.

*landscape policies mentioned in paragraph b above*²⁴. Therefore, this section focuses on the question: *how the local community is involved in the management process*? The Chapter concludes with the comparative analysis of the two case studies and the overview of the governance models in other agricultural landscapes in Europe.

Methods of the research

The studies were carried out in similar ways in both case studies. In order to answer the questions set up in this research, each case study was analyzed in a combination of primary and secondary research, based on the qualitative techniques of data collection.

The research was started by the analysis of the secondary literature, legislative and institutional documents concerning the ‘sites’ (e.g., ministerial and state provisions, regional laws and programs, UNESCO nomination files and reports), and the sources on the main stakeholders (e.g., statutes, official and media reports, websites). This research was followed by the field observations, and semi-structured in-depth interviews with key stakeholders and some of the actors’ groups discussed in the Chapter I. The interviews were conducted mainly face-to-face, but also via phone calls and email exchanges. The interview questions were elaborated individually for each interview based on the availability of the information and the profiles of the interviewees. The stages of the research can be summarized as in the table below.

Stages of the Research	Periods	Research activities
Exploratory period	Spring 2017- Autumn 2017	Research and evaluation of possible case studies. First visit to the National Park of Cinque Terre. The hiking activities to get acquainted with the territory.
	October 2017 – December 2017	Discovery of the vine hills of Soave. Analysis of the secondary literature, legislative and institutional documents concerning the ‘sites’ (e.g., ministerial and state provisions, regional laws and programs, UNESCO nomination files and reports), the main stakeholders (Consortium of Soave and the

²⁴ Art. 5 (c). CoE (2000). European Landscape Convention

		Entity of the National Park of Cinque Terre) and their statutes, official and media reports, websites.
	December 2017	First visit to the vine hills of Soave.
	January 2018	First contacts and discussions with the scholars at the University IUAV of Venice.
	March 2018	Elaboration of the Structure of the Analysis.
First phase of the interviews and field visits	May 2018	<p>Interview with Dr. Chrysafina Geronta, a post-doc researcher at the University IUAV Venezia, who researched the “Vine hills of Soave.” The theme of the Interview: ‘The role of the Soave Consortium in the management of the Soave vine hills.’</p> <p>Second visit to the vine hills of Soave.</p> <p>First contact with the director of the Consortium of Soave, and several local producers during the local event ‘Soave Preview.’</p>
	June 2018	<p>Semi-structured interview with the Director and Technical assistant of the Protection Consortium of Soave, the Administration of the Municipality of Soave, the Director of the local Tourism Office.</p> <p>Semi-structured interview (via Skype) with Dr. Viola Bertini from the University of Milan, who researched in the area of Cinque Terre (one of the case studies). The theme of the interview: ‘The role of Cinque Terre National Park in the management of terraced agricultural landscapes.’</p>
	July 2018	Phone interview with Dr. Matteo Perrone, from the ‘Environment and Biodiversity’ Office of the National Park of Cinque Terre. The objective of the interview was to understand the challenges faced by the Institution in the management of the terraced agricultural landscapes recognized as a World Heritage Site.

	August 2018	Second visit to the National Park of Cinque Terre. Examination of the state of conservation of the agricultural terraces and observations on tourism in the area.
Dissemination of preliminary results	September 2018	<p>Presentation of the preliminary results of the Research at the 28th Session of the PECSRL biennial international conference – <i>European landscapes and quality of life</i>.</p> <p>Registration of feedbacks from the scholars and professionals working in the field.</p>
Desk Research	September – October 2018	<p>Identification and analysis of the activities of the stakeholders in Cinque Terre, via email exchanges, analysis of media and official reports, web-sites, management plans, periodic reports.</p> <p>Identification and analysis of the activities of the stakeholders in Soave, via email exchanges, analysis of media and official reports, web-sites, management plans, periodic reports.</p>
Second phase of the interviews and the field visits	November – December 2018	<p>Interview with the local Association 'Amici delle Antiche Torri'.</p> <p>The third visit to Soave - Visit the local wine history museum.</p> <p>Fourth visit to Soave - Participation to wine pressing fest, constituting the intangible heritage of the agricultural landscape</p> <p>Interview with the farmer of Soave.</p> <p>Fifth to Soave – Photos of the tangible elements of the agricultural landscapes and assessment of restoration works conducted of the Association 'Amici delle Antiche Torri'.</p>
	January 2019	Third visit to the Cinque Terre - Interview with the Association of Manarola and local farmers
	February 2019	<p>Fourth visits to the Cinque Terre - Interview with director of the Social winery and local farmers</p> <p>Fifth visit to the Cinque Terre - Interview with the administration of the Municipality of Riomaggiore</p>

		Interview with Assessore Agricoltura of Liguria Region
	June 2019	Phone interview with the representatives of the AVEPA Verona.
	September 2019	Sixth visit to the vine hills of Soave (photo documentation).
Desk research	September 2019 – January 2020	<p>The ‘map’ of interactions and interdependencies between the local stakeholders.</p> <p>The comparative analysis of the local governance models.</p> <p>Analysis of the local governance models in other agricultural landscape in Europe.</p> <p>Drafting of the conclusions and the recommendation.</p>

Table 2. Stages of the research

Conclusions of the research

The concluding chapter starts by presenting the theoretical reflections on the concept of agricultural landscape as a cultural heritage and discusses its heritagization process. Further, it presents a comparative analysis of the global mechanisms for the protection of agricultural landscapes promoted by UNESCO and UN FAO.

Further, it synthesizes the relations between the sectoral policy instruments and presents the reflections on the main clashing aspects affecting the legal and institutional protection of agricultural landscapes at the international and national levels. The discussion is structured according to the heritage, rural development, and environmental policies. It outlines an increasing complexity of the institutional and legal structures for the protection of agricultural landscapes that are expressed in the complex relations of the sectoral planning instruments. This discussion was published in the author’s article: Salpina, D. (2020). Protection of agricultural landscapes in Italy: Overlaps, clashes and links of the sectoral policy instruments and interests. *Aedon, Rivista di arti e diritto* on line n.1/2020, available at: www.aedon.mulino.it/archivio/2020/1/salpina.htm

Moreover, it tries to trace the connection of the multifunctionality of agricultural landscape with management and governance models discussed in Chapter III.

Based on these conclusions, it presents the guiding principles for the protection and management of the agricultural landscape. The final remarks synthesize the initial objectives of the thesis and its findings. It concludes by outlining the limits of the research and suggesting future research proposals.

Contributions of the thesis

To the best knowledge of the author, there has been no research that would place the multifunctionality at the core of the thesis, while addressing both protection and management of agricultural landscape from the interdisciplinary perspective of heritage studies. The fact that such a comprehensive study is missing and literature are, in general, scattered and not very precise shows the complexity of the research. First, it is a relatively new subject of research; second, it requires a multidisciplinary background; and third, the complexity of the research requires a significant amount of time and dedication that can be achieved within the framework of a PhD research.

Unlike most of the published literature, the dissertation explores the agricultural landscapes through several perspectives (theoretical, legal, managerial and governance perspectives). This allows to exhaustively address the multifunctional nature of the heritage, and what it implies. Each theme (concept, protection, management) has been addressed in detail, keeping in mind that all of them are interlinked components of one complex system. The conceptual framework provides the key to the overall interpretation of the agricultural landscape, its protection, and its management. The legal and institutional framework sets out the basic principles regulating the sectors, and the managerial framework examines the concrete protection and enhancement practices, and the locally applied governance models.

In addition, the research critically addressed some aspects that have not been accurately examined yet: First, it clarifies the concept of agricultural landscape as a heritage category, within the existing multitude of interpretations and definitions. Second, it synthesized the values generally attributed to agricultural landscapes, as well as the interests and actors that might be involved in the process of their management. Third, the thesis provides an interpretative framework of the current international legal framework concerning agricultural landscapes, and demonstrate how it affects the internal institutional and legal protection mechanisms. Thus, it may serve as an explicative instrument, or a guide for managers of the sites, because it can navigate them through the ocean of legal and institutional perspectives. Besides, site managers can use the study

as a framework for drawing strategic and action plans for management of their heritage 'sites'. Forth, the guiding principles proposed in the last chapter may be used by the state and other governing entities in the assessment and control of the management practices. Thus, it might help the policy and decision-makers to understand how the agricultural landscapes are managed locally, and assess the performance of the international and domestic legislation *in situ*.

Because of the academic background and interests of the author, the research focused on the agricultural landscape from the perspective of cultural heritage and management studies. However, the author acknowledges that this may give a biased view. There are other perspectives, where the multifunctionality and multidimensionality of the agricultural landscape is referred only to its economic and ecosystem services. Therefore, the main contribution of this thesis is rather complementing the literature on heritage studies, which may be more familiar for heritage/landscape researchers with a background of social sciences.

CHAPTER 1. CONCEPTUAL FRAMEWORK: CULTURAL DIMENSION OF THE AGRICULTURAL LANDSCAPE AND MULTIFUNCTIONALITY

1.1. Agricultural or rural - Does it matter?

In order to understand what is the agricultural landscape, we need to identify what does not lie in this concept. In this context, the most widespread confusion is between agricultural and rural landscapes. Surprisingly, even some international and state programs, scholars, and legal texts use agricultural and rural landscapes as interchangeable terms. The concepts of agricultural and rural landscapes are indeed overlapping, and often it is not very easy to draw a clear-cut definition of what is agricultural and what is rural.

Nevertheless, when it comes to studies like this one, dealing with the complexity exclusive to agricultural landscapes, the necessity of drawing the clear borders and conceptions take on particular importance. There is no need to say how those, at a glance, insignificant differences may become consequential in the legal context where each word may have an impact on the *in situ* management decisions. Thus, for example, we need to understand *how do agricultural and rural landscapes fit into the frameworks of "Rural Development" and "Agricultural Development" programs? What are the differences and characteristics of agricultural and rural landscapes? How do international and national actors define agricultural landscapes?* - These are some of the questions that one shall be addressing at the beginning of the research dealing with such ambiguous concepts.

However, before giving any definition to agricultural or rural landscapes, we might first answer the questions of *what is 'agriculture' and what is 'rurality'?* That is because agriculture and rurality have various backgrounds that can be understood differently in respective historic and linguistic contexts. The German dictionary *Duden* defines agriculture (*der Ackerbau, die Agrikultur or der Landwirtschaft*) as "*planned cultivation of arable and livestock farming for the production of animal and vegetable products.*" Similarly, the *Oxford English Dictionaries* define the word "agriculture" as "*the science or practice of farming, including cultivation of the soil for the growing of crops and the rearing of animals to provide food, wool, and other products.*"²⁵ Thus, agriculture is understood not just as a practice, but also as a science - a form of knowledge.

²⁵ The Oxford English Dictionaries, online source: en.oxforddictionaries.com

The French encyclopedia *Larousse* instead has a broader explanation of what “agriculture” is – “Agriculture is a set of activities developed by man within biological and socio-economic environment in order to obtain vegetal and animal production for its alimentation.”²⁶ It is interesting to see how this definition touches the socio-economic genesis of the activity, and the role played by a man. The definition allows numerous scenarios to increase our understanding of what it took historically (and what it requires today) to produce agricultural goods.

In English, German, and French languages, the term ‘agriculture’ includes both livestock and vegetal cultivation. Therefore, we might conclude that not only the wine hills or wheat fields but also pastoral landscapes and farms involved in animal husbandry should be taken into consideration when we speak about agricultural landscapes. A slightly different definition of the word we can find in the Italian *Treccani* where agriculture is defined as “an art and practice to cultivate the land in order to obtain the products for alimentation for man and animals as well as raw materials necessary for numerous industries. In a broad sense, it also includes livestock breeding and forestry.”²⁷ Thus, the Italian definition also defines forestry as a type of agricultural activity.

In Slavic languages, however, we can observe a completely different understanding of what agriculture is. Even if the Russian word *агрикультура* (*agrikultura*) originates from the Latin, the meaning of the word “agriculture” both in classical lexical Dictionary of Dahl and in Soviet Encyclopedia is just the work with land and cultivation of vegetal products.²⁸ It does not imply animal husbandry like in Anglo-Saxon or Latin languages. Instead, there are two separate words related to each type of activities: *земледелие* (*zemledelije*) which literally means, *work with the land* or *arable farming*; and the word *скотоводство* (*skotovodstvo*) used to define animal husbandry. Although we cannot base the concept of agriculture or agricultural landscapes just on the lexical dictionaries and encyclopedias, however, we see that such analysis gives an idea about the

²⁶ «Agriculture. Ensemble des travaux dont le sol fait l'objet en vue d'une production végétale. Plus généralement, ensemble des activités développées par l'homme, dans un milieu biologique et socio-économique donné, pour obtenir les produits végétaux et animaux qui lui sont utiles, en particulier ceux destinés à son alimentation » - Larousse, www.larousse.fr

²⁷ “Agricoltura. L'arte e la pratica di coltivare il suolo allo scopo di ottenerne prodotti utili all'alimentazione dell'uomo e degli animali e materie prime indispensabili per numerose industrie (cotone, lino, semi oleosi ecc.). In senso lato include anche l'allevamento del bestiame e la silvicoltura”, - Treccani, online source: www.treccani.it

²⁸ “Агрикультура - совокупность приёмов, направленных на повышение культуры земледелия”, - Dictionary of Dahl, online source: www.slovardalja.net

existence of the diverging understandings of the very same word. That is why the legal definition of 'agriculture' given by UN FAO,²⁹ tries to encompass the diversity of the existing meanings through the broad definition including all derivatives of agriculture: "*the term 'agriculture' and its derivatives include fisheries, marine products, forestry and primary forestry products*".³⁰

Now, we also need to understand what stands for 'rural' or 'rurality'. Both, the *Oxford English Dictionaries* and the *German Dictionary Duden*, define the word *rural* or *ländliche* (in German) as the characteristic of the countryside, or adjective opposite to *urban*. In *Larousse* the word 'rural' is an adjective describing villages, farmers and agriculture.³¹ Similarly, in Italian *Treccani* the *rural* is defined as the word relative to agriculture³² and *rurality* (*ruralità*) as a characteristic of economically backward countries or a custom of a popular tradition³³. Thus, the main feature of rurality is in its opposition to urbanity. Indeed, according to the European Commission, "*rural areas are sparsely settled areas without significant large cities or towns. The countryside refers to certain forms of landscapes and land uses where agriculture and natural areas play an important part.*"³⁴ Therefore, we may assume that rural landscapes primarily relate to the areas that have a relatively low population density compared to cities, where transport and communications need to cover relatively large distances. However, even if the difference between rural and urban typically relates to the population size of human settlements, it is still challenging to identify a cut-off point between rural and urban, since the threshold varies from one country to another.

ICOMOS-IFLA defines rural landscapes as "*terrestrial and aquatic areas co-produced by human-nature interaction used for the production of food and other renewable natural resources, via agriculture, animal husbandry and pastoralism, fishing and aquaculture, forestry, wild food gathering, hunting, and extraction of other resources, such as salt*"³⁵. Indeed, the type of economic activities and practices is an important feature to differentiate the concepts of agricultural and rural

²⁹ Food and Agriculture Organization (FAO): <http://www.fao.org>

³⁰ para 1, Article 1, Constitution of FAO

³¹ «Rural : Qui concerne la campagne, les paysans, l'agriculture».

³² "Rurale: Relativo all'agricoltura: azienda, cooperativa r.] ≈ agrario, agricolo" - Treccani, online source: www.treccani.it

³³ "Ruralità: Carattere rurale: la spiccata r. dei paesi economicamente arretrati; r. di un'usanza, di una tradizione popolare" - Treccani, online source: www.treccani.it

³⁴ CoE (2007). Spatial development glossary. European Conference of Ministers responsible for Spatial/Regional Planning (CE MATAT), Territory and landscape, No. 2., p. 23

³⁵ ICOMOS-IFLA (2017). Principles concerning rural landscapes as heritage.

landscapes. In this context, it is useful to explore the interpretation of agriculture and rurality within the legal context. Although in the rural landscapes, agriculture usually dominates the landscape and the local economy, however, the activities not related or not directly related to agriculture such as forestry, fishing, mineral extraction, tourism, can also play a fundamental role in the rural economies and landscapes. Meanwhile, the agricultural landscape is not necessarily located in remote areas. They can also be encountered in the urban and peri-urban areas, lying on the fringes of the urban environment, including the edge of major cities (fig., 4.).

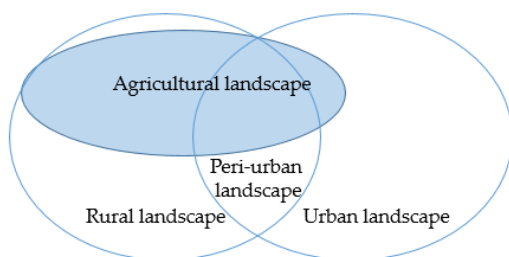


Figure 4. Agricultural landscapes vis-à-vis urban and rural landscapes³⁶

Furthermore, since the transport and communication do not need to cover vast distances, we might encounter some agricultural landscapes without constant inhabitants, residents.³⁷ Therefore, as compared to rural landscapes where the rural inhabitants and presence of rural (vernacular) architecture is a prerequisite, in the agricultural landscape, we may not necessarily find (or we may find fewer) housing of rural settlers.

Overall, the rural landscape is a broad concept, as compared to the agricultural landscape. Thus, the concept of the rural landscape can implicate the agricultural landscape; however, the agricultural landscape may not necessarily mean rural landscape. In order to sum up, the following table presents the main differences between rural and agricultural landscapes.

Variables	Rural Landscape	Agricultural Landscape
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³⁶ Elaboration of the author

³⁷ For example, 'dacha' is a land parcel used for agricultural land use activities with a seasonal home, typical in exurbs of Russian and other post-Soviet cities. For more information about *dacha* see Struyk, R.J. and Angelici, K. (1996). The Russian Dacha phenomenon, *Housing Studies*. 11 (2), pp. 233–250

Location	The concept opposite to urban. Located in relatively large distance from urban areas	It can be located in urban, rural or peri-urban zones.
Population	Presence of permanent residents and relatively low population density	Presence of permanent inhabitants (residents) is not a prerequisite
Activities	Agriculture and related activities usually, but NOT ALWAYS dominate the landscape and the rural economy	Agricultural production is the constitutive economic activity
Appearance (<i>External Features</i>)	Presence of vernacular architecture and other rural housing and infrastructure	Presence of vernacular architecture is not a prerequisite
Scope	It is a broad concept that encompasses agricultural landscapes and other types of productive landscapes	It is less inclusive. It is a specific concept which implies just agricultural activities

Table 3. Comparative analysis of the rural and agricultural landscapes

The characteristics outlined so far do not represent definitive and complete outline helping to define what agricultural landscape is because, as we saw, there are many substantial disagreements over what is rural and what is agricultural according to a single national context.

1.2. Agricultural activity and rurality within the legal context

In Europe, the distinction between the concept of agriculture and rurality can be observed through the evolution of the Agricultural Policy (CAP), which has contributed to the shift from the ‘agrarian rurality’³⁸ to rurality with the diminishing importance of agricultural activity and the increasing importance of socio-territorial dimension³⁹.

³⁸ For the notions of ‘agrarian, industrial and post-industrial rurality’ see Sotte F., et al. (2012) The evolution of rurality in the experience of the “third Italy”. WWWforEurope - Workshop on: “European governance and the problems of peripheral countries”, Wien, 12-13 July 2012.

³⁹ For the evolution of the concept of rurality and agriculture within the CAP see Albisinni, F. (2011). Dall’agricoltura allo spazio rurale verso il 2013: ritorno al passato o fine della PAC? Quaderni dei Georgofili, pp. 43-77

The European Charter for Rural Areas, drafted as the recommendations for rural development policy, defines the term 'rural area' as '*a stretch of inland or coastal countryside, including small towns and villages, where the main part of the area is used for: a) agriculture, forestry, aquaculture and fisheries; b) economic and cultural activities of country-dwellers (crafts, industry, services, etc.); c) non-urban recreation and leisure areas (or natural reserves); d) other purposes, such as for housing*' (art 2, CoE, 1996). Thus, at the turn of the XX century in Europe, the rurality has already gained a broad significance encompassing socio-cultural and territorial spheres, not limited to agricultural production. Nevertheless, rural development is still considered as a matter of agricultural policy, rather than regional or territorial policies, which demonstrates the strong conceptual tangles between rurality and agriculture. In this context, it can be useful to address the legal profile of farmer and agricultural activity in the national context.

In Italy, article 2135 of the Civil Code (1942) stated that agricultural entrepreneur is one who carries out one of the following activities: land farming, silviculture, animal farming and connected activities including the transformation or alienation of agricultural products. Further, the Legislative Decree no. 228/2001 laying down Guidelines on the Modernization of the Agricultural Sector has specified that land farming (*coltivazione del fondo*), silviculture and animal farming imply '*activities aimed at the care and development of a biological cycle or one phase of this cycle, of vegetable or animal character, which use or can use the land, the forest or the waters.*'

This definition has a common ground with the French '*Code Rural*' defining the agricultural activity in relation to biological cycle of vegetation and animals: '*Sont réputées agricoles toutes les activités correspondant à la maîtrise et à l'exploitation d'un cycle biologique de caractère végétal ou animal et constituant une ou plusieurs étapes nécessaires au déroulement de ce cycle ainsi que les activités exercées par un exploitant agricole qui sont dans le prolongement de l'acte de production ou qui ont pour support l'exploitation.*' Similarly to the French Rural Code, in Italy, following the law of 28 November 2005 n. 246 (*Semplificazione e riassetto normativo per l'anno 2005*), there has been a proposal of the '*Agrarian Code*' which would rearrange various state provisions on agricultural activity contained in several regulatory texts.⁴⁰ It is important to note that unlike the French Rural Code the draft of the

⁴⁰ See Germanò A. (2009) (a cura di). Studio per un progetto di Codice Agricolo. Collano del IDAIC n.58. Guffre editore. Ruperto C. (2012). La giurisprudenza sul Codice Civile, libro V del Lavoro. Giuffrè editore.

Italian legislative degree was untitled as 'Agrarian Code', which is due to ideological and symbolic links of the world 'rurality' with the fascist period.⁴¹

Another important modification introduced by the Legislative Decree n. 228 of 2001 to the definition of the agricultural entrepreneur was the enlargement of the spectrum of 'connected activities', which now include the provision of assets and services such as agritourism, enhancement of the territory and rural heritage (art.1). Thus, the profile of the agricultural firm was broadened from the provision of goods (agricultural products) to the provision of services. In this context, the definition of the agricultural landscape can be attributed to a wide variety of productive landscapes, including pastoral, staple crop and forest landscapes, including the landscapes providing the agritourism services although it wouldn't fit the conventional definition of agricultural activity.

Further, the Legislative Decree has enlarged the definition of the agricultural entrepreneur by including the cooperatives of farmers and their consortiums⁴² and thus has recognized the relevance of the agrarian networks supporting the whole cycle of agricultural production⁴³. The agrarian legislation divides the local productive systems to 'rural districts or networks' (*distretti rurali*) representing the territorial identity⁴⁴ and 'districts of quality agri-food' (*distretti agroalimentari di qualità*) intrinsically linked to the certified production.⁴⁵ Thus, the level of 'cultural' significance of such landscape may range from mere productive lands characterized by extensive agriculture to iconic agricultural landscapes bearing the territorial identity.⁴⁶ In this context, the agrarian districts

⁴¹ From discussion with Prof. Ferdinando Albisinni, one of the authors of the draft on the Italian Agrarian Code (2009).

⁴² Art.1 *comma* 1, Legislative Decree no. 228/2001

⁴³ Albisinni, F. (2013) Una ricerca che fa chiarezza sulla distrettualità in agricoltura. Quaderni dei Georgofili, pp. 165-172

⁴⁴ Art. 13 *comma* 1, Legislative Decree no. 228/2001: Rural districts are '*local productive systems characterized by 'historic and territorial identity deriving from agrarian and other local activities, including the provision of assets and services coherent with traditions, natural and territorial specificities'*'. Author's translation.

⁴⁵ Art. 13 *comma* 2, Legislative Decree no. 228/2001: Districts of quality agri-food are '*local productive systems characterized by 'productive interrelation and interdependence of the agricultural and agri-food enterprises, as well as by the certified and protected production as defined in communitarian and national norms'*'. Author's translation.

⁴⁶ Amoroso S. (2017). Viticultura e tutela del paesaggio agrario. Relazione al Convegno Vino e territorio: profili giuridici, economici e culturali di un rapporto identitario organizzato dalla Scuola di Giurisprudenza dell'Università di Padova e dall'AIDA – Associazione Italiana di Diritto Alimentare il 20 ottobre 2017.

reply to the logic of ‘industrial districts’ embedded in productive processes and socio-economic relations of stakeholders.⁴⁷ This demonstrates significant differences between agricultural and rural landscapes embedded in the legal definition of agricultural activity and the concept of rurality. These findings provide a starting point in order to understand how the management of agricultural landscapes fits into the frameworks of rural and agricultural development programmes, as well as other directives and policies aimed at the management of rural or agricultural landscapes.

1.3. What makes productive land a heritage category?

The agricultural landscapes are created and shaped in the process of productive activities and for production. The function of food production and the provision of other economic goods necessary for human life is the main reason why some agricultural landscapes have been preserved over the centuries and will continue to exist. The production is undoubtedly the primary function of agricultural landscapes. Over the past decades, the concept of agricultural landscape has evolved from being conceptually tied to productive land or nature to ‘*a much broader, dynamic concept, emphasizing the human dimension of landscape and the symbolic relationship between people and place over time*’.⁴⁸ More broadly, the concept of landscape has shifted from being an object of study of geography to an object of humanistic and interdisciplinary studies.⁴⁹ In this context, there is an increasing interest in the protection of agricultural landscapes as a category of heritage both at the global level and within a state. This interest can be observed from a growing number of agricultural landscapes recognized as the World Heritage Sites and the emergence of new global and national tools, both legal and institutional, protecting and enhancing the agricultural landscapes as cultural and environmentally significant heritage.

However, what makes a productive land a heritage category? Can all agricultural landscapes be considered as a heritage? What are the characteristics of heritage agricultural landscapes? Do the agricultural landscapes deserve and need the same level

⁴⁷ Iaconi, L. (2001). Impresa agraria ed ipotesi distrettuale: dai sistemi produttivi agroalimentari ai sistemi territoriali. CIA: Atti della conferenza nazionale sull’impresa agricola, p.4

⁴⁸ Strecker, A. (2018). Landscape Protection in International Law. Oxford University Press, p.177.

⁴⁹ Antrop, A. (2013). A brief history of landscape research. In (Howard P., Thompson L., Waterton E.) The Routledge Companion to Landscape Studies, pp. 12-22.

of protection as the conventional heritage categories? For what reason? The objective in this section is to set the conceptual framework of the research and clarify what involves the cultural dimension of the agricultural landscape. According to Lefebvre et al. (2012), *'of all the environmental public goods provided by farming, the landscape is probably the most difficult to describe due to the complexity of the concept and the overlap with other public goods.'*⁵⁰ There is no internationally recognized definition of agricultural landscapes. The articulation of the concept often depends on the institutional framework. However, the definition of agricultural landscapes almost always involves the multidimensionality of the concept. Thus, the UNESCO World Heritage Convention defines the agricultural landscapes as cultural landscapes – *'combined works of nature and man.'*⁵¹ Thus, it recognizes a close relation of the concept with the idea of humanity, since it encompasses a set of elements (traces) created, used, transformed or somehow connected with the human beings, i.e., culture. However, it does not deny the natural dimension of agricultural landscapes, which serve as a 'base' for the cultural layer. This definition coincides with ideals of the agrarian historian Emilio Sereni, who, in 1961, defined agricultural landscape as *'the form that man, in the course and for the ends of his productive agricultural activities, impresses on the natural landscape'*.⁵²

According to OECD, the natural elements include the physical characteristics of the surface (landforms, rock formations, lakes, rivers, coastlines), as well as of agro-biodiversity and climate. While human-made elements comprise the spatial distribution of arable land, grassland and forests (in the case of pastoral activities), farm buildings and yards, terraced hillsides (such as with olive trees and viticulture) and paddy fields (e.g., for rice cultivation), stone and wood shelters, hedges and stone walls, modern animal housing facilities and industrial architecture (e.g., silos for grain storage and maize silage, windmills and feed mixing installation).⁵³ Besides, there have been several initiatives to define specific types of agricultural landscapes that allow creating a general vision of its characteristics. One of them is the World Heritage expert meeting on **vineyard cultural landscapes**, which has outlined a number of features characterizing vineyards, which can be applied to agricultural landscapes. The vineyard landscape is defined as *'the result of human work and the interaction between people and their environment; often located in areas with a long human presence, and illustrate*

⁵⁰ Lefebvre M., Espinosa M., Gomez y Paloma S. (2012). The influence of the Common Agricultural Policy on agricultural landscapes. Report by the Joint Research Centre of EC.

⁵¹ UNESCO (July 2017). Operational guidelines WHC.17/01, II.A. 47

⁵² Sereni, E. (1997). Storia del paesaggio agrario italiano. Roma: Laterza.

⁵³ OECD (2001), p.41

the exchange between different cultural traditions; dependent on a number of natural conditions, including geology, geomorphology, geographical location, relief, soil, and (micro)climate; illustrate considerable human intervention (construction of terraces, drainage etc.)', [...] 'dependent upon natural conditions, techniques of vine cultivation and wine making, and geographical conditions; linked with tangible heritage (vernacular architecture, settlement systems, cellars etc.), as well as with intangible elements, including cultural traditions and harvest rituals; their production is subject to social, economic, and global market development and consumer demands; demand long-term planning and investment'.⁵⁴

Another specific conception of the agricultural landscape established within the framework of the UNESCO is the *'agro-forestry-pastoral landscape.'*⁵⁵ The recommendations of the UNESCO expert meeting held in Meyrueis (2007) have outlined two types of values endowing heritage patterns to agro-pastoral landscapes. First is regional distinctiveness, which mainly concerns the Mediterranean agro-pastoral landscapes but also applicable to other regions. This distinctiveness may be expressed through the diversity of quality of life, markets, demographics, political, religious, or economic history whether ancient or recent, relationships between communities, urban or infrastructural pressures, the evolution of pastured soils, nature-caused risks, agricultural, economic and environmental politics, social demand. Second is the associative values or intangible values that cannot be dissociated from their tangible qualities (e.g., knowledge, 'know-hows,' traditions, and rituals of great cultural wealth).⁵⁶ In this view, it is essential to take into consideration that the agricultural landscapes are composed of interrelated and interdependent human and physical systems (fig., 5). Thus, the conservation of the physical system directly depends on the enhancement and development of human know-how and traditions.⁵⁷

⁵⁴ See UNESCO. (2001). Recommendations for Vineyard Cultural Landscapes. The World Heritage Thematic Expert meeting on Vineyard Cultural Landscapes. Tokai, p.5. Rf: <https://whc.unesco.org/archive/2001/whc-01-conf208-inf7e.pdf> [last accessed 6 June 2019].

⁵⁵ This concept is the result of three expert meetings focused on pastoralism in Mediterranean region held in Meyrueis (2007), Tirana (2009) and Montpellier (2012).

⁵⁶ UNESCO (2007). Recommendations from the thematic meeting of experts on the agro-pastoral cultural landscapes in the Mediterranean 20th, 21-22 Sep 2007, Meyrueis, Lozère.

⁵⁷ Think of the case of Bali and Philippines Cordillera, where the loss of ancient customs regarding the allocation of water and labour represents the risk for the physical structure of the rice terraces.

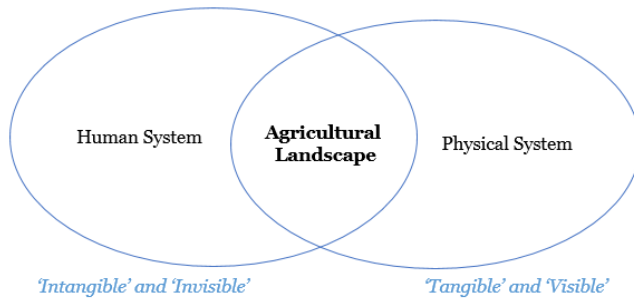


Figure 5. Agricultural landscape as a system⁵⁸

Although there is an apparent dichotomy between tangible (such as build heritage, landscape elements) and immaterial heritage (such as knowledge, traditions, customs), these two dimensions of the agricultural landscape have the common elements that anchor the individuals and social groups and shape their identities through the time and space. A similar vision has been developed within the framework of *Satoyama initiative*, where the agricultural landscapes are articulated firmly to socio-ecological-productive landscapes. The initiative pays particular attention to the knowledge of traditional land-use systems *'that have evolved from local communities' long-term efforts to adapt to their surrounding environments and enjoy their bounties in a sustainable manner'*.⁵⁹

According to Wu (2010), *'a landscape is not merely a geographic space as it has contents, not merely a container as it shapes and is shaped by what it contains and not merely a human-modified environment as it is a holistic system in which nature and culture co-evolve.'*⁶⁰ Such a view on the agricultural landscape as a system has been long supported by the UN Food and Agriculture Organization (FAO). Within the framework of the Organization, the agricultural landscapes fall in the definition of Globally Important Agricultural Heritage Systems (GIAHS) defined as *'remarkable land-use systems and landscapes which are rich in globally significant biological diversity evolving from the co-adaptation of a community with its environment*

⁵⁸ Based on Fuller M. A., Min Q. (2015). Globally important agricultural heritage systems (GIAHS) of china: The challenge of complexity in research. *Journal Ecosystem Health and Sustainability*, vol. 1, n. 2, pp. 1-10

⁵⁹ See the web-site of the Satoyama initiative: www.satoyama-initiative.org

⁶⁰ Wu, J. (2010) Landscape of culture and culture of landscape: does landscape ecology need culture? Vol. 25, Issue 8, pp. 1148-1149

and its needs and aspirations for sustainable development".⁶¹ Thus, in contrast to the UNESCO framework, the agricultural landscape is regarded as closer to its natural and productive dimensions. According to FAO, the agricultural landscapes are a part of the system embracing agricultural biodiversity, knowledge systems, and a broader social environment rather than a set of physical assets. However, *do all agricultural landscapes incorporate such qualities?* In the case of conventional heritage categories, the understanding and attribution of the heritage values by the scientific community, public authorities, or population often marks the transition from a mere property/or set of properties to the heritage worth of being preserved for the future generations. The will to discover and enjoy the heritage increases the value and induce the necessity to protect it (or to care for it) and *vice versa* (fig., 6).

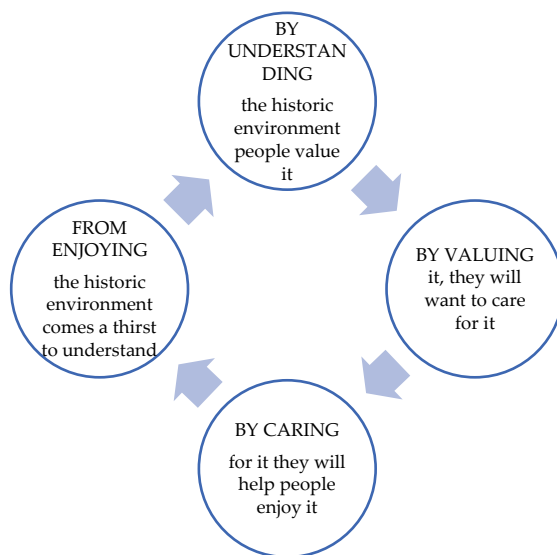


Figure 6. Heritage cycle adapted from Thurley (2005).⁶²

Similarly, in the case of agricultural landscapes, the recognition (registration, documentation, legal protection) comes with attribution of heritage values and significance. While for Grandgirard (1997), the perceptive filters process the

⁶¹ See FAO. GIAHS Informational Package. Rf: <http://www.fao.org/3/a-bp772e.pdf>

⁶² Thurley, S. (2005). Into the future: English Heritage - the first 21 years. Vol 49, pp. 26-27

image, gives significance to space, and creates landscapes worth of protection (fig., 7).



Figure 7. *De l'espace au paysage adapted from Grandgirard (1997).*⁶³

However, behind the attribution of significance through the perceptual filters that are directly related to the aesthetic qualities, there are more profound reasons behind the recognition of agricultural landscape as a heritage. Most often, the recognition of agricultural landscapes as heritage comes with the attribution of the historic and traditional values.⁶⁴ Some agricultural landscapes represent a '*palimpsest of human civilization*' created and evolved through generations. The attribution of historic and traditional values common to cultural heritage, in general, makes the agricultural landscapes the testimonies of the past, the anthropological systems of great cultural value.⁶⁵ Thus, the '*cultural processes*'⁶⁶ make heritage out of productive land. Not all agricultural landscapes have significant historical or traditional values and recognized the worth of protection. The 'historicity threshold' often covers the agricultural landscapes that have been evolved before the mechanization and industrialization of agriculture, and that have conserved the visible elements representing pre-industrialization⁶⁷.

In addition, there are the functional values of the agricultural landscapes, which makes them a public good *per se*. This may refer to the recreational value crucial for the spiritual and material well-being of people or the value associated with its function of an ecological infrastructure maintaining the other public goods such as biodiversity, water, and soil quality.⁶⁸ It is the combination of cultural and environmental values that makes the approach for the protection of

⁶³ Grandgirard (1997). Géomorphologie, protection de la nature et gestion du paysage, Thèse de doctorat, Université de Fribourg, Institut de Géographie, p. 45

⁶⁴ See Antrop M. (2005). Why landscape of the past are important for the future? Landscape and Urban planning 70, pp. 21-34

⁶⁵ Montella M. (2012) 'Cultural Value'. In Gaetano M. Golinelli (ed.) Cultural Heritage and Value Creation: Towards New Pathways, Springer p.2

⁶⁶ Smith, L. (2006) Uses of heritage. Routledge, pp. 44-84

⁶⁷ Ferrario V. (2019). Letture geografiche di un paesaggio storico. La coltura promiscua della vite, Cierre, Sommacampagna.

⁶⁸ Lefebvre M., et al. (2012), *op.cit.*

agricultural landscapes significantly different from the 'classical' heritage categories. Moreover, having both the use and non-use values, the agricultural landscapes can respond both to the market and non-market logic.⁶⁹ Thus, for Petrillo et al. (2012), it is the functional evolution of the territory that expresses the culture and identity.⁷⁰ In other words, the artistic work of a farmer, together with the functional nature of the agricultural landscape, makes the latter a cultural heritage. Thus, not all methods used for the protection and management of cultural landscapes or monuments can be useful in the case of agricultural landscapes. In order to secure the optimal management decisions *in situ*, there is a need in a more comprehensive definition highlighting all features exclusive to agricultural landscapes.

According to Dal Piaz (2009), the attribution of heritage values to landscapes is often a conscious process of a society that recognises its heritage values for an entire society.⁷¹ Thus, it is the community and the individuals that, through the attribution of heritage values and their protective actions, make the heritage out of productive land. However, the other two scenarios should be taken into account (fig., 8).

⁶⁹ Barthelemy D., Nieddu, M. (2000). L'impact de l'économie du patrimoine dans agriculture. Etre et avoir. Patrimoine versus capital : le cas de l'agriculture. *Economie rurale* 260 (1), pp. 103-119

⁷⁰ Petrillo L., et al. (2012) The UNESCO World Heritage Convention and the Enhancement of Rural Vine-Growing Landscapes. In Gaetano M. Golinelli (ed.) *Cultural Heritage and Value Creation: Towards New Pathways*, Springer p.150

⁷¹ Dal Piaz, A. (2009) Il paesaggio nella pianificazione urbanistica e territoriale. *Le Norme, il Dibattito e le Esperienze*. In Mautone M., Ronza M. *Patrimonio Culturale e Paesaggio*, CNR-Dipartimento Patrimonio Culturale, p. 185: *'Il paesaggio qualificato e sempre il prodotto, sostanzialmente consapevole, di una cultura corale che si riconosce in valori comuni ad una intera società, se che i soggetti che il loro lavoro o i loro investimenti modificano il contesto 'contrendo il paesaggio', proseguendo obiettivi economico-sociali privati ma rispetto dei valori collettivi condivisi, in certo qual modo interpretandoli; in tal senso il paesaggio rappresenta davvero una forma essenziale di connotazione identitaria, anzi e forse l'espressione più alta e comprensiva di una civiltà.'*

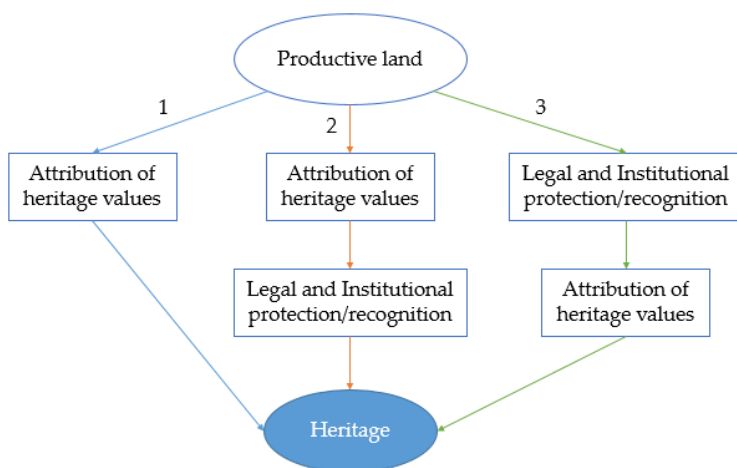


Figure 8. Heritagization of productive land.⁷²

The attribution of heritage values by a community or individuals might follow by the legal and institutional recognition of agricultural landscapes.⁷³ In this case, the recognition is often accompanied by a rigid selection process and criteria. The agricultural landscapes recognized as a heritage through such scenario often have the following characteristics: Pleasant view or aesthetic qualities; small-scale; fragmented rural ownership; tight relation to the livelihood of the local population (economic relevance in the area); presence of traditional forms of agricultural practices and know-how (often developed prior to the mechanization and industrialization of agriculture); minimal impact to environment; rich biodiversity; associated traditions or intangible heritage in form of festivals, customs; relevance of the agricultural activity to the history and identity of the place.

The recognition of agricultural landscapes by the legal, institutional instruments often involves the issue of categorization. Thus, in Japan, the categorization of rice terraces has engendered many discussions among the experts of the

⁷² Author's elaboration resulted from discussions with Prof. Viviana Ferrario (IUAV) and PhD Viola Bertini (Politecnico di Milano).

⁷³ See the discussion on authorized heritage in Smith L. (2006), *op. cit.*, 87-114. The institutional 'heritagization' of the agricultural landscape at the global level will be discussed in the following sections, where we will focus on the systems established by UNESCO and UN FAO. While Chapter 2 is dedicated to the clarification of the 'heritagization' and protection mechanisms in Europe.

Japanese Agency for Cultural Affairs.⁷⁴ The agricultural, forestry and fishery landscapes did not fit into the then-existent systems such as ‘places of scenic beauty’ (e.g., the Mount Fuji),⁷⁵ ‘neighborhood landscapes’ or ‘preservation districts’ (e.g., historic villages). The development of the concept of the ‘organically evolving landscapes’ within the World Heritage framework has influenced the Japanese legal framework and brought to the introduction of the cultural landscape concept (*bunkateki-keikan*) in 2004 defined as ‘*areas that have developed in association with the modes of life and livelihoods.*’ Currently, this category besides the agricultural landscapes includes man-managed forest (e.g., timber forests), fisheries, industrial landscapes, settlements. The agricultural landscapes are now protected by the landscape law (2004) controlled by the concerned ministers (planning/land control, agriculture/forestry/fisheries, environment), while the municipal landscape ordinances determine the protected zones.⁷⁶ Thus, we can observe a significant influence of the UNESCO protection framework on the national level of protection.

On the one hand, this engenders the generalization of the agricultural landscape as a part of the cultural landscapes. On the other hand, there is the reductionist view that describes the cultural dimension of agricultural landscapes as a set of elements present in there (historic rural architecture) and landscape assets. In Europe, the adoption and ratification of the European Landscapes Convention (ELC) have marked a new era in landscape protection. It recognizes all kinds of landscapes by introducing the perceptual dimension of landscapes. However, this was done not to protect them all as heritage, but rather to increase awareness of the decision-makers to consider all types of landscapes within the framework of landscape planning, which applies different tools depending on the typologies of landscapes.⁷⁷

In the last scenario, the initiative to preserve the agricultural landscape starts with the legal and institutional recognition of the agricultural landscape. It is the most controversial practice because the initiative to protect the heritage comes

⁷⁴ See the English translation of the Japanese Landscape Act n.110/2004 available at: <http://www.mlit.go.jp/crd/townscape/keikan/pdf/landscapeact.pdf>

⁷⁵ The ‘places of scenic beauty’ are used for ‘high value from the point of view of art or visual appreciation’ and therefore couldn’t host the agricultural landscape.

⁷⁶ Inaba, N. (2012) Cultural Landscapes in Japan: A century of concept development and management challenges. In Taylor and Lennon (eds.) Managing cultural landscapes. London: Routledge

⁷⁷ For example, rehabilitation of degraded landscapes, preservation of heritage landscapes, enhancement of everyday landscapes.

from the top, with an artificial, forced, or even nonexistent involvement of the local community. In this case, *'heritage results from a selection process, often government initiated and supported by official regulations,'*⁷⁸ while quite rarely the legal or institutional recognition of the heritage is able to raise public awareness and make sense of the landscape protection.

According to Landel and Senil (2009), the 'heritagization' can help 'to recycle' the heritage asset.⁷⁹ Indeed, the top-down 'heritagization' is often motivated by the will to use the agricultural landscapes as a source of socio-economic development in the rural areas, via the touristic attractiveness of the territory. Such strategies principally rely on the tangible and aesthetic attractiveness of the territory, with little attention to its potential as a cultural and productive asset. The existence of different processes of 'heritagization' results in the agricultural landscapes that are viable systems, productive capital with cultural values at risk, or a mere heritage sites dependent on tourism, where agriculture plays an emblematic role. In order to deepen the understanding of the global dynamics in this 'heritagization' process, the next set of paragraphs will focus on the legal and institutional instruments developed within the framework of UNESCO and UN FAO.

1.4. Global 'heritagization' of agricultural landscapes

The last ten years have seen an increasing interest in the protection of agricultural landscapes at the global level. One of the first pieces of evidence is the emergence of new instruments recognizing the cultural dimension of agricultural landscapes and protecting them as a heritage category. These instruments can be classified into two groups.

The first group is the heritage lists/registers directly focusing on agricultural landscapes, including the World Heritage List and Registry of Intangible Heritage, both established by UNESCO, as well as the registry of Globally

⁷⁸ Logan W., Smith L. (2017) Series general co-editors' foreword. In Antons Ch., Logan W. (eds.) Intellectual Property, Cultural Property and Intangible Cultural Heritage. Routledge, p.1

⁷⁹ Landel P.A., Senil N. (2009). Patrimoine et territoire, les nouvelles ressources du développement. Développement durable et territoires, Dossier 12, doi : <https://doi.org/10.4000/developpementdurable.7563>: *'la patrimonialisation d'un bien peut en effet conduire à une véritable 'recyclage' du bien.'*

Important Agricultural Heritage Systems promoted by UN FAO (Food and Agriculture Organization).

The second group is the environmental protection instruments primarily focusing on the natural heritage and environmental dimension of territories, which may occasionally concern the protection of agricultural landscapes. Those are the manuals and instruments for the 'protected areas' developed by IUCN, the list of Biosphere Reserves promoted by Man and Biosphere Programme of UNESCO, the list of Geoparks of UNESCO, and other international programmes developed within the framework of the UN Convention on Biological Diversity (1992).⁸⁰ Due to the time limits available for this research, in the following topics, we will focus only on the instruments directly addressing the agricultural landscapes. As compared to other international entities, UNESCO and FAO provide the most comprehensive mechanisms of protection based on multiple functions: research, registration, funding, and policy support. The objective of the following sections is to identify the main benefits and limits of each based, taking into account the following aspects: 1) what it protects? – Definitions and criteria; 2) designation and selection processes; 3) methods of protection after the inscription. The comparative analysis of the global 'heritagization systems' allows setting the principles for understanding the institutional and legal mechanisms for the protection of agricultural landscapes at the European and national levels.

1.4.1. UNESCO mechanisms of protection: All-encompassing and still too exclusive

Founded in 1945, UNESCO has the aim '*to strengthen the ties between nations and societies, [...], where heritage serves as a bridge between generations and peoples*'⁸¹. It is the first international organization that started to monitor the global threats to cultural and natural heritage through its renowned and the world's most ratified Convention on the Protection of the World Cultural and Natural Heritage. Its

⁸⁰ Salpina, D (2019). 'How sectoral policy can benefit the protection of multi-functional cultural heritage? The case of agricultural landscape and the EU rural development policy. *Aedon, Rivista di arti e diritto* on line, no. 2 (2019). doi: <http://10.7390/94139>

⁸¹ See the web-site of UNESCO, <https://en.unesco.org/about-us/introducing-unesco>, last access 01.03.2018

roots lie in the 19th – and early 20th century western tradition of protecting monuments through conservation charters and national laws⁸².

In 1972 when the Convention was adopted, a broader idea of cultural heritage was emerging. Therefore, in the first decade of its creation, the distinction was made only between ‘cultural’ and ‘natural’ heritage, limiting the scope of protection to monuments and natural sites. The issue of landscape protection at the global level would start to gain more attention only in the 1980s.

In 1992, following the first ‘Earth Summit’, the World Heritage Committee at its 16th session has introduced the concept of ‘cultural landscape’ into the Operational Guidelines to the Convention on the protection of the World Cultural and Natural Heritage (1972). The modification of the operational guidelines was supported by the inscription of the first agricultural landscapes in the World Heritage List (Rice Terraces of the Philippine Cordilleras, 1995).

Further, in 2003, the World Heritage Committee has adopted the Convention on Intangible Cultural Heritage. Although it might seem far from landscape protection objectives, it can influence the physical dimension of agricultural landscapes through the protection of its intangible dimension (traditional practices, customs). Whatsoever, we can state that the World Heritage Convention is the first and most sophisticated legal instrument recognizing and protecting agricultural landscapes at the international level. In order to have a broad vision on the benefits and limits of the protection mechanisms proposed by UNESCO, this section will focus on its Conventions (1972 and 2003) and the instruments adopted within their frameworks.

1.4.1.1. Agricultural landscapes within the framework of the World Heritage Convention

As it was pointed out by Golinelli (2015), cultural heritage within UNESCO system has always been understood as *‘an integral part of a specific social and economic fabric, the identity of defined community’*⁸³. However, we need to figure out what exactly is meant by the agricultural landscape within this international protection framework.

⁸² Pungetti G., Kruse, A. (2010). European culture expressed in agricultural landscapes. Perspectives from the Eucaland project, Palombi Editori, Rome, p.150

⁸³ Golinelli G.M. (2014). Cultural Heritage and Value Creation. Towards New Pathways. Springer International Publishing, Switzerland.

Although there is no a legally and internationally recognized definition of agricultural landscapes/heritage as in the case of underwater cultural heritage or industrial heritage, the significant presence of agricultural landscapes within the World Heritage Cultural landscapes (around 60%) suggests that UNESCO plays a vital role in the protection of agricultural landscapes at the global level. The last version of the Operational Guidelines (2017) to the World Heritage Convention defines cultural landscapes as cultural properties representing the *'combined works of nature and of man' [...]* and *'illustrative of the evolution of human society and settlement over time, under the influence of the physical constraints and/or opportunities presented by their natural environment and of successive social, economic and cultural forces, both external and internal.'*⁸⁴ The central aspect that we might note in this definition is the recognition of cultural landscape as the product of the interaction between man and nature, which consists not only of natural conditions but also the socio-economic and cultural interactions.

The Convention does not classify the World Heritage Landscapes concerning their agricultural, urban or archeological character. Therefore, agricultural landscapes are thrown into the general definition of *cultural landscapes*, which includes an array of landscape typologies (such as cultural landscapes associated with vernacular architecture; urban and industrial landscapes; historic gardens; archaeological sites; sacred natural sites). Regardless of its character (such as urban, rural, archeological), the cultural landscape must fall into one of the following categories in order to be designated as a World Heritage Site.

The first category include the most easily identifiable and clearly defined landscapes. Those are *landscapes designed and created intentionally by man (i)*, *'embracing garden and parkland landscapes constructed for aesthetic reasons which are often (but not always) associated with religious or other monumental buildings and ensembles'.*⁸⁵

The second category are the *organically evolved landscapes (ii)*. *'This results from an initial social, economic, administrative, and/or religious imperative and has developed its present form by association with and in response to its natural environment. Such landscapes reflect that process of evolution in their form and component features. They fall into two sub-categories: a relict (or fossil) landscape is one in which an evolutionary process came to an end at some time in the past, either abruptly or over a period. Its*

⁸⁴ UNESCO. (2017, July). Operational Guidelines for the Implementation of the World Heritage Convention.

⁸⁵ UNESCO. (2017, July). Operational Guidelines for the Implementation of the World Heritage Convention. Annex 3. Rf: <http://whc.unesco.org/>

significant distinguishing features are, however, still visible in material form; continuing landscape is one which retains an active social role in contemporary society closely associated with the traditional way of life, and in which the evolutionary process is still in progress. At the same time it exhibits significant material evidence of its evolution over time'.⁸⁶

The third category are the **associative cultural landscapes (iii)**. 'The inscription of such landscapes on the World Heritage List is justifiable by virtue of the powerful religious, artistic or cultural associations of the natural element rather than material cultural evidence, which may be insignificant or even absent'.⁸⁷

The analysis of World Heritage cultural landscapes showed that most of the agricultural landscapes are inscribed under the category (ii) i.e., "organically evolved landscapes," and more precisely continuing landscapes. It means that the majority of agricultural landscapes inscribed in the World Heritage List still retain an active social role in contemporary society and that the evolutionary process in such landscapes is still in progress.⁸⁸ However, few agricultural landscapes can be classified as a *relict*. Such landscapes include the archaeological pieces of evidence of past agricultural practices (for example, *Sukur Cultural Landscape* in Nigeria or *Archaeological Landscape of the First Coffee Plantations* in the South-East of Cuba). Although they might have some rudiments of still active agricultural practices, the material forms of the past agricultural practices present in these landscapes were the main reason for their inscription on the World Heritage List.

There are some agricultural landscapes where it is difficult to draw a clear line and say that relicts dominate continuity or *vice versa*. In order to better understand this observation, we can take the example of *Agricultural Landscape of Southern Öland* (Sweden) inscribed in the World Heritage list since 2000. On the one hand is a living (*continuing*) agricultural landscape where 'villages, arable lands, coastal lands and alvar plains⁸⁹ are still used by local population, on the other hand, it contains abundant evidence of continuous human settlement from prehistoric times, medieval land-use pattern of villages and field systems are still clearly visible'⁹⁰. Then, is the *Agricultural Landscape of Southern Öland* "continuing" or "relict"

⁸⁶ Ibid.

⁸⁷ Ibid.

⁸⁸ Ibid. Annex 3, I.10 (ii)

⁸⁹ *Stora alvaret* - the main expanse of limestone pavement, with its remarkable use of common outfields, is an eminent example of a steppe-like ecosystem with significant ongoing ecological processes.

⁹⁰ See the web-site of UNESCO: <http://whc.unesco.org/en/list/968>, accessed on 12.01.2018

landscape? - Or, is it both? Shall we protect it as an archaeological site or as a continuing agricultural landscape, where changes are inevitable? Thus, the distinction between *relict* and *continuing* agricultural landscapes may appear ambiguous. The analysis of the documents of the Agricultural World Heritage sites has shown that few of them can also correspond to the category of 'associative cultural landscapes'.⁹¹ Think of the *Cultural Landscape of Bali Province* consisting of five rice terraces and their water temples known as *subak* that dates back to the 9th century. According to the description of the site, '*the subak reflects the philosophical concept of Tri Hita Karana, which brings together the realms of the spirit, the human world and nature*'.⁹² Thus, here we have 'continuing landscape' of rice terraces that 'associated' with philosophical and religious concepts. If we take into account that sustainable agriculture is in general considered to be the land-use philosophy, then all agricultural landscapes inscribed in the World Heritage List can fall into both categories: 'continuing' and 'associative' landscapes since they are associated with the philosophy of indigenous land use, i.e., culture. Thus, the overall significance and efficacy of such categorization can be questioned. Taking into account that it is not always possible to make a clear-cut distinction between two categories of landscapes, we presume that WHC lives to many rooms for the judgment of experts and state parties on the categorization of nominated agricultural landscapes. Thus, the present categorization appears to be conceptual rather than functional.

Since the first edition of the Operational Guidelines (June 1977) and after one hundred eleven World Heritage properties officially recognized as cultural landscapes (January 2018), the categorization mentioned above and definitions remain pragmatically firm. The majority of agricultural sites in the UNESCO World Heritage List are either relatively isolated sites, where indigenous populations still practice traditional agriculture, or they are connected to 'economically profitable' agricultural activities such as wine or olive production, as showed in the figure below.

⁹¹ UNESCO. (2017, July). Annex 3, I.10 (iii)

⁹² Cultural Landscape of Bali Province: the Subak System as a Manifestation of the Tri Hita Karana Philosophy, UNESCO. Rf: <http://whc.unesco.org/en/list/1194>, last access 01.03.2018

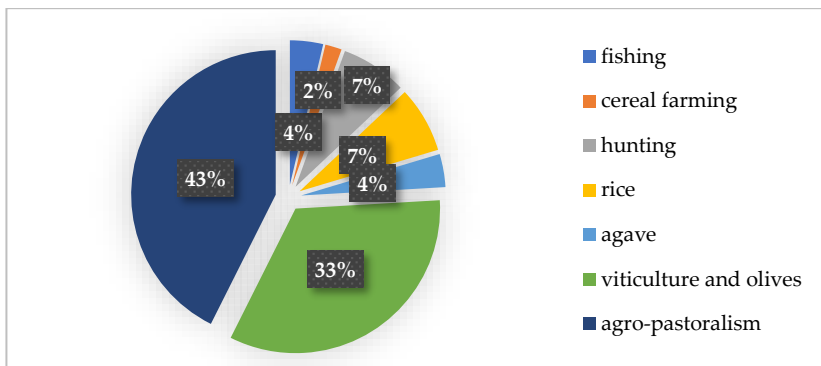


Figure 9. Types of agricultural landscapes in the UNESCO World Heritage list⁹³

The great prevalence of few types of agricultural landscapes is often attributed to the fact that heritage sites are nominated not by local groups or international communities, but by the State parties.⁹⁴ In this context, the internal process might much depend on the policy of a single State Party nominating its heritage, which may be driven by the interest to benefit politically influential industries and economically profitable agricultural activities or to promote politically popular eco-tourism and heritage preservation.⁹⁵

Although, UNESCO encourages the State parties '*to ensure the participation of a wide variety of stakeholders, including site managers, local and regional governments, local communities, non-governmental organizations (NGOs) [...] in the identification, nomination and protection of World Heritage properties*',⁹⁶ the mechanism of nomination where State Party has a decision-making power still prevails. Thus, UNESCO assigns to State Parties the duty of ensuring the identification of the

⁹³ Note that in the diagram: Relict agricultural landscapes were not taken into account; agro-pastoral landscapes also include viticulture, olive trees, etc.; the agricultural landscapes were categorized by the author through the analysis of the descriptions given in the UNESCO web-site as well as nomination files of the sites; the data was gathered in February 2018 therefore it might imply some changes on the date of thesis defense. See Appendix A

⁹⁴ See Figuers, M. (2013), *Monuments, Mountains, and . . . the Mediterranean Diet? Potential for UNESCO's World Culinary Heritage Inscriptions to Positively Affect Sustainable Agriculture*, *Colo. Natural Resources, Energy & Env'tl. L. Rev.* Vol. 24:2, p.431

⁹⁵ Figuers, M. (2013), *op. cit.*, p. 431

⁹⁶ UNESCO (2017, July), *para 12*. Rf: <http://whc.unesco.org/>

cultural and natural heritage sites within their boundaries as well as the nomination of their heritage for inscription⁹⁷.

In addition, the prevalence of oil and vine landscapes in the World Heritage List can be related to the regional distribution of the World Heritage Sites, which tends to be rather Eurocentric. Thus, the agricultural landscapes in the Europe and North America Region makes around 60% of the Agricultural World Heritage Sites, versus 13% in Asia (7 sites) and Pacific, 11% in Latin America (6 sites), 9% in Africa (5 sites) and only 6% in Arab States (3 sites) (fig., 10).

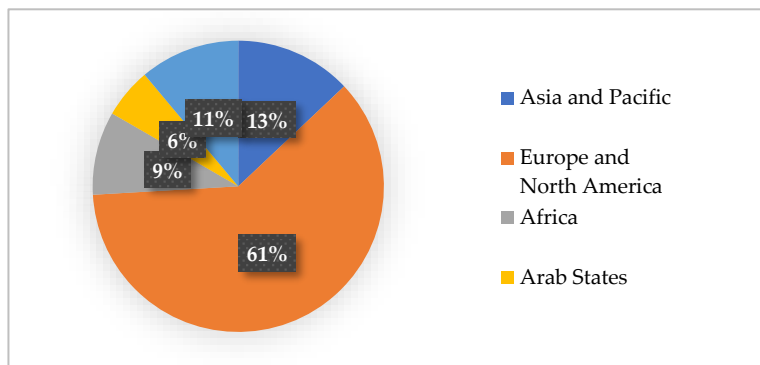


Figure 10. Distribution of the agricultural landscape inscribed in the World Heritage List by Regions⁹⁸

The main criteria of designation

It is crucial to outline that the inscription of an agricultural landscape in the World Heritage List signifies that the site has been attributed to the status of excellence. This status is known as *Outstanding Universal Value (OUV)*. In the Operational Guidelines, OUV is defined as ‘*cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity*’. Thus, on the first hand, it makes the distinction between the cultural and natural significance, which in practical terms measured by ten cultural (i-vi) and natural heritage criteria (vii-x). Scholars have long discussed such sharp segregation between the naturalness and cultureless of landscapes. Thus, according to Wu (2010) ‘*the division between culture and nature, or between people and place is often based on human perception*

⁹⁷ UNESCO (1972), Art. 4, World Heritage Convention

⁹⁸ Elaboration of the author based on the data of the UNESCO World Heritage Center (April 2019).

rather than reality. He argues, 'while such division is useful and even necessary in some cases, any artificial separation of constituents without a holistic, unifying framework may obstruct a genuine understanding of complex adaptive systems such as landscapes.'⁹⁹ Whatsoever, the agricultural landscapes present in the World Heritage list are mainly inscribed under 'cultural' criteria. At the same time, only a few of them have been recognized as the 'mixed sites' (e.g., Pyrénées - Mont Perdu pastoral landscapes), where the natural values appeared to be relative enough to meet one of the essential criteria.

The other fundamental criteria of World Heritage designation, which became the subject of debates is the 'authenticity' and 'integrity' criteria.¹⁰⁰ The Nara Document states that authenticity appears to be *'the essential qualifying factor concerning values and all judgements about values attributed to cultural properties as well as the credibility of related information sources may differ from culture to culture, and even within the same culture'*.¹⁰¹ At the same time, integrity is understood as *'a measure of the wholeness and intactness of the natural and/or cultural heritage and its attributes'*.¹⁰² It is important to note though that in the information document of the World Heritage expert meeting on vineyard landscapes the conditions of integrity were recognized as more relevant in the evaluation of vineyard landscapes than the test of authenticity because of constantly nature of agricultural landscapes (e.g., change of land use and introduction of new agricultural techniques).¹⁰³

Nevertheless, the mundane/everyday landscapes embraced by the *European Landscape Convention*¹⁰⁴ remain out of the picture of the World Heritage Convention. Indeed, the OUV about the cultural landscapes allows excluding environmentally significant but 'mundane' landscapes that do not fit into the

⁹⁹ Wu, J. (2010). Landscape of culture and culture of landscape: does landscape ecology need culture? October 2010, Volume 25, Issue 8, p.1149

¹⁰⁰ See Jokilehto J. (2006). Considerations on authenticity and integrity in world heritage context. City & Time 2 (1): 1. Available at: www.ct.ceci-br.org. He questions the pertinence of authenticity and integrity criteria referring to traditional and modern philosophies.

¹⁰¹ ICOMOS (1994). The Nara Document of Authenticity, art. 10 and art. 11.

¹⁰² UNESCO (2017, July), para 88. Rf: <http://whc.unesco.org/>

¹⁰³ UNESCO. (2001). Recommendations for Vineyard Cultural Landscapes. The World Heritage Thematic Expert meeting on Vineyard Cultural Landscapes. Tokai, p.7. Rf: <https://whc.unesco.org/archive/2001/whc-01-conf208-inf7e.pdf>

¹⁰⁴ Council of Europe. (2000). European Landscape Convention. Art 1: *'Landscape means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors'*.

OUV criteria. Consequently, the cultural landscapes presented in the WHC list mainly appears to be 'historical' or those that have particular 'scenic value.' Meskell (2015) has suggested that *'edifying and aesthetically pleasing places and practices are easier to agree upon than some cultural norms of proper female comportment (...), and this has certainly contributed to bringing heritage as (ideally) harmless culture to center stage within UNESCO'*.¹⁰⁵ Indeed, not an aesthetic value nor the age should be seen as a pre-condition for a landscape to be considered significant. According to Fairclough (2002), *"natural,' undamaged and ancient landscapes, or 'wilderness' areas are not inherently more important than the recently changed or the new ones'*. For example, *'it is entirely feasible for very recent, highly modified, and altered landscapes to be valuable and historically significant. For example, some of the large-scale prairies of post-1950 farming and other CAP-inspired agricultural intensification, or even, perhaps, the landscape associated with collectivization in Eastern Europe'*.¹⁰⁶ Indeed, the value of 'mundane' or recently changed agricultural landscapes and elements they embody (both material and immaterial) have not less value in shaping the identity of territories. Although OUV has confronted several critics both from the academic and professional worlds¹⁰⁷, it is still the fundamental criteria of selection and instrument of protection of the World Heritage sites.

The process of designation

Overall, the inscription of nominated sites in the World Heritage List is a long process lasting, which lasts in the last two years (fig., 11).¹⁰⁸ It starts with the

¹⁰⁵ Meskell L. (2015). UNESCO and New World Orders. In *Global Heritage: A Reader* (Meskell ed.) John Wiley & Sons, p.23

¹⁰⁶ Fairclough, G. (2002). Archaeologists and the European Landscape Convention. In Fairclough and Rippon (eds.) *Europe's Cultural Landscape: Archeologists and the management of change*, Europe Archeologiae Consilium Occasional Paper, 2.

¹⁰⁷ Jokilehto J. (2006). World Heritage: Defining the outstanding universal value. *City & Time* 2 (2): 1. Rf: www.ct.ceci-br.org; Keough, E.B. (2011). Heritage in Peril: A Critique of UNESCO's World Heritage Program, 10 Wash. U. Global Stud. L. Rev. 593, Rf: http://openscholarship.wustl.edu/law_globalstudies/vol10/iss3/5/; Lisitzin K. (2012) Management issues at World Heritage properties, Final Report Workshop on management for World Heritage site managers in South-Eastern Europe in the framework of the preparation of the Second Cycle of Periodic Reporting for Europe and North America Sibiu, 15-17 May 2012, p.3

¹⁰⁸ UNESCO (July 2017), *para* 168

preparation of a Tentative List¹⁰⁹ by the State Parties. The internal processes prior to the preparation of the Tentative List, such as the selection of a site depends on the internal policy. Thus, depending on the policy of a single State and interests at stake, there might be a different degree of public participation in the preparation of a Tentative List. For example, the inscription of the site may be both proposed by the local actors, and imposed by the State.

Further, the Tentative List is submitted to the Secretariat (World Heritage Center), which registers it and transfers to its Advisory Bodies (ICOMOS and/or IUCN) for further information. The process of the inscription starts with the preparation of nomination by the State Party, which might include the following information: *'identification of the property; description of the property; justification for inscription; state of conservation and factors affecting the property; protection and management; monitoring; documentation; contact Information of responsible authorities; signature on behalf of the State Party(ies)'*.¹¹⁰ After the examination of this information by the World Heritage Center, the dossier went to the evaluation by the Advisory Bodies. The technical evaluation of Cultural Landscapes and Intangible Heritage is normally carried out by ICOMOS (the International Council of Monuments and Sites) under criteria (i) – (vi).¹¹¹

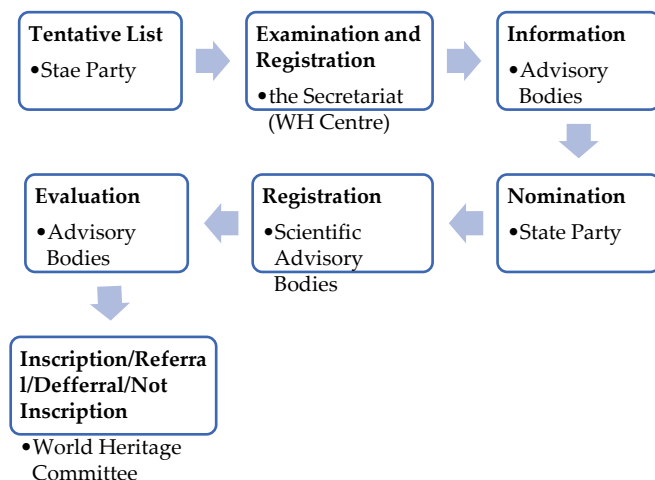


Figure 11. The process of inscription in the World Heritage List

¹⁰⁹ See UNESCO (July 2017), para II.C.

¹¹⁰ See UNESCO (July 2017), para III.B. Art 130

¹¹¹ See UNESCO (July 2017), para 77

The evaluation process involves: 1) requests for further information; 2) desk reviews; 3) on-site missions with the involvement of The *International Scientific Committee on Cultural Landscapes* composed by the members from ICOMOS and IFLA (the International Federation of Landscape Architects); and 4) review by the ICOMOS panel.¹¹² However, in the case of cultural landscapes nominated under both natural and cultural criteria (mixed properties) the evaluation is carried out jointly by ICOMOS and IUCN (the International Union for the Conservation of Nature and Natural Resources)¹¹³. Thus, IUCN is entitled to provide advice when relevant to the natural values of the mixed sites and to address any questions raised by ICOMOS regarding the conservation and management of the nominated cultural landscape¹¹⁴.

The status of advisory bodies within UNESCO is complicated. On the one hand, their activities largely reflect the policy of UNESCO, since they are the main actors implementing *de facto* evaluation and protection of agricultural landscapes/intangible heritage inscribed in the World Heritage list. Thus, for example, ICOMOS, since 1981, provides Charters and other doctrinal texts¹¹⁵, as well as UNESCO World Heritage papers (2003, 2008, 2009) used as a supplement for UNESCO treaties and manuals for management of cultural landscapes inscribed in the World Heritage List. On the other hand, ICOMOS, IUCN as well as ICCROM are independent organizations consisting of independent networks of experts. IUCN indeed has an interest not only in nature but also in cultural properties, especially those nominated as cultural landscapes. However, as compared to ICOMOS that still follows the main principles of the World Heritage Convention in terms of the selection criteria, IUCN appears to have a more independent vision regarding the protection of agricultural landscapes.

Thus, IUCN has its criteria for protected area categories as well as its guidelines for the management of protected landscapes.¹¹⁶ Nevertheless, when it comes to the evaluation of nominated sites, it is guided only by the *UNESCO Operational Guidelines*. Even if IUCN recognizes agricultural landscapes within the cultural

¹¹² UNESCO (July 2017), Annex 6, A.

¹¹³ UNESCO (July 2017), *para* 146

¹¹⁴ UNESCO (July 2017), Annex 6, C.

¹¹⁵ Among the Charters and other doctrinal texts produced by ICOMOS and concerning agricultural landscapes are '*Principles concerning rural landscape as heritage*' (ICOMOS&IFLA, 2017) and '*The Florence Declaration on Heritage and Landscape as Human Values*' (ICOMOS, 2014).

¹¹⁶ Phillips, A. (2002). Management guidelines for IUCN category V protected areas, protected landscapes/seascapes, IUCN.

heritage category, it is still the organization focused on conservation of nature, and therefore its overarching goal is to make human action as benign to natural ecology as possible. Whatsoever, the final decision depends on the World Heritage Committee. It can have four types of decisions: 1) Decision not to inscribe. In that case, the State Parties cannot propose the site again unless there are exceptional circumstances (e.g., discoveries). 2) Referral of nomination to the following Committee session. 3) Deferral for more in-depth assessment/study/revision. 4) Inscription of the site.

What is the World Heritage designation for an agricultural landscape?

In practical terms, the inscription of an agricultural landscape to the World Heritage List does not mean that its protection became the responsibility of UNESCO. It remains the responsibility of the state(es) to secure *de facto* and *de jure* protection of the World Heritage sites located in their territory. The primary function of UNESCO is to ensure that the state follows its Conventional obligation and protects the OUV of the concerned sites. This function is implemented through two types of monitoring procedures:

First is the state of conservation reports (known as periodic reporting) which represent a sort of questionnaires conducted every six years, where the State parties and site managers must give the detailed information and evaluation on negative factors affecting site, protective measures, management system, financial and human resources involved, ongoing scientific and research projects, visitor management, and monitoring methods. It is clear that during six years, some sites might be subjected to additional risk factors. Therefore, *para* 172 invited the State parties to provide any necessary updates apart from the planned monitoring procedures. While *para* 174 gives room for the intervention of the civil society organizations that can inform the World Heritage Centre about the new developments in the area. Particularly in Europe, there is the active participation of the local NGOs and individuals in informing the Centre regarding the substantial and minor dangers present in the area. After the receptions of such 'complaint', the Centre transmits the information to the State Parties for verification. If the possible risk for the site was identified and communicated to the Centre, the process would follow by technical review and the preparation of guidance for the State Parties.

The second monitoring procedure is reactive monitoring. It is applied for specific cases (heritage in danger) identified during the State of Conservation (SOC) reports. This process can be accompanied by Advisory missions only if requested

by State parties. Thus, civil society organizations and individuals have no power to invite the international commission for an independent evaluation procedure. Besides, there are the Management Plans of the Sites which supposed to secure the long-term protection and enhancement of the World Heritage Sites. However, to date, only not all agricultural landscapes have management plans. That is because this document is not required during the nomination process, and its importance has long been ignored. Indeed, according to Ringbeck (2018), it is the *'deficits in the management systems and missing or not adequately implemented management plans are topping the list of the globally most reported factors affecting the properties.'*¹¹⁷ Only the World Heritage Sites located in the territory of Natural Park often have had the long-term management plans, which rarely included the socio-economic or cultural component of the agricultural landscapes. The inscription to the World Heritage List also supposes the access to the scientific support and assistance provided by UNESCO and its Advisory Bodies, which often guide the site managers and state focal points in the protection and management of the World Heritage Sites.

However, one of the primary outcomes of the World Heritage designation is the worldwide fame that often accompanies the inscription. The logo of UNESCO is one of the main, if not the only motivation of the State Parties nominating their sites. Apart from the increased visibility of the rural territories and development of associated agri-food tourism, the inscription to the World Heritage List may contribute to the enhanced value of local agricultural products, which in turn guarantee the viability of local socio-economic component. The analysis of wines prices of the World Heritage Site *'Vineyard Landscape of Piedmont: Langhe-Roero and Monferrato'* (2014) has shown 68% of the average price growth per liter from 2010 to 2018 (fig., 12). While the wine prices produced within the same region (Piedmont), but outside of the World Heritage Site has seen slight (-23%) decrease (fig., 13).

¹¹⁷ Ringbeck B. (2018). The World Heritage Convention and Its Management Concept. In: Makuvaza S. (eds) Aspects of Management Planning for Cultural World Heritage Sites. Springer, Cham

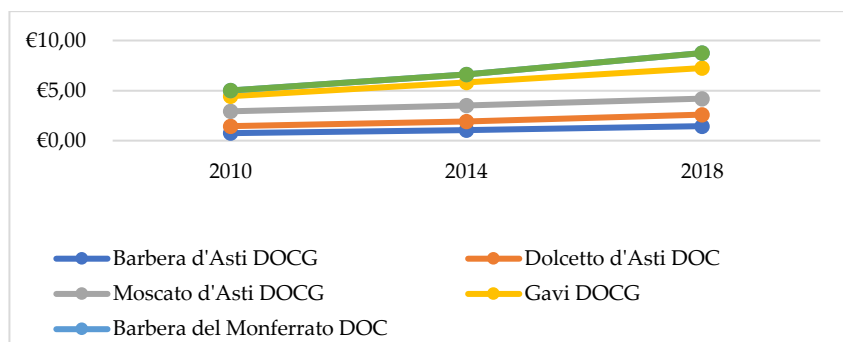


Figure 12. Growth rate of the wine prices produced in the World Heritage site 'Vineyard Landscape of Piedmont: Langhe-Roero and Monferrato' ¹¹⁸

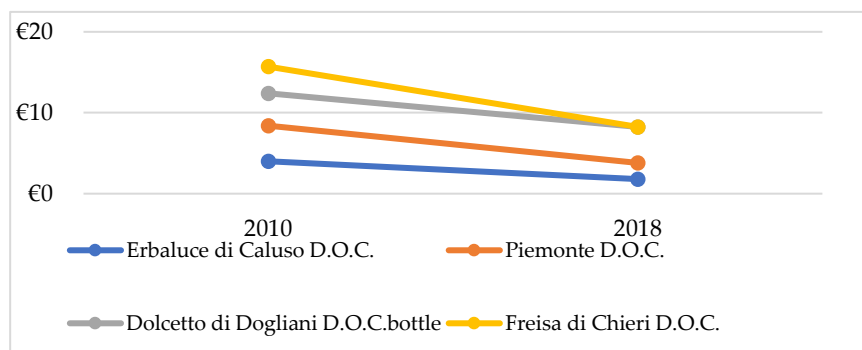


Figure 13. Growth rate of the wine prices produced in the same region, but outside the World Heritage site. ¹¹⁹

At the same time, the prices of the grapes produced in the World Heritage has achieved the growth rate of 103% from 1.6 euro per kilogram in 2010 to 2.16 euro in 2018 (fig., 14).

¹¹⁸ The analysis of the prices is based on the data of *Camera di Commercio di Cuneo* available at: <http://www.cuneoprezzi.it/ingrosso/ALIMENTARI/index?category=21>. As well as *Camera di Commercio Industria Artigianato e Agricoltura di Torino* available at: <https://www.to.camcom.it/archivio-listini-anni-precedenti> [last accessed on 10 April 2019]

¹¹⁹ Ibid.

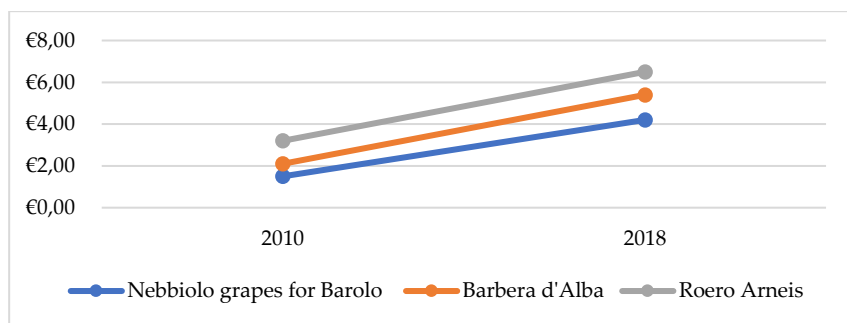


Figure 14. Growth rate of the grape prices produced in the World Heritage Site 'Vineyard Landscape of Piedmont: Langhe-Roero and Monferrato'.¹²⁰

The difference in the wine prices produced within UNESCO World Heritage sites does not necessarily mean that it is the impact of the UNESCO label. Several factors might influence the growth and decrease of wine prices, including quality shifts, promotion policy, market volatility. However, the results showed above (68% of price increase in the UNESCO site and 23% of decrease outside internationally protected area) might indicate the pressure made by the internationally renowned wines on the same product in the rest of the regional territory. Besides, we should also consider several adverse outcomes that the UNESCO fame might bring to the site in terms of tourism pressure to the landscape, local production, and residents. Think of the case of Cinque Terre, where the touristic sector pushed out the wine production to the secondary plan.¹²¹

1.4.1.2. The Convention on Intangible Heritage: Protecting agricultural knowledge and practices

Another instrument of UNESCO, which directly concerns the protection of agricultural landscapes, was adopted in 2003 in its 32nd session. The increasing debate on the limited function of the World Heritage Convention focusing only on the material culture made the revision of the whole concept of cultural heritage inevitable. Although the understanding of the totality of cultural

¹²⁰ Ibid.

¹²¹ The case is discussed in the Chapter 3

heritage, including its intangible dimension, start to call attention in the 1970s.¹²² In this 30-years long time lap, UNESCO have created several nonbinding programs to recognize intangible cultural heritage including the *UNESCO Recommendation on the Safeguarding of Traditional Culture and Folklore* (1989),¹²³ the *UNESCO Universal Declaration on Cultural Diversity* (2001), and the *Istanbul Declaration* (2002) adopted by the Third Round Table of Ministers of Culture. Thus, the 2003 Convention for the Safeguarding of the Intangible Cultural Heritage (CSICH) is the result of the long process of comprehension and recognition given to the diversity of the world cultures, while the policy-making contexts for its evolution relate to the international development agenda and human rights.¹²⁴

In the context of agricultural landscapes, the preservation of agricultural practices, knowledge, and traditions (intangible dimension) is lately discussed as a prerequisite for sustainable development in rural areas¹²⁵. In this section we will discuss the 2003 UNESCO Convention in reference to the agricultural landscapes, focusing on the types of the intangible heritage associated with agriculture, the criteria and inscription process as well as the protection after the designation. It defines '*intangible cultural heritage as the practices, representations, expressions, knowledge, skills – as well as the instruments, objects, artefacts and cultural*

¹²² See Scovazzi, T. (2015). Intangible cultural heritage as defined in the 2003 UNESCO convention. In Golinelli, G.M. (ed.), *Cultural Heritage and Value Creation. Towards New Pathways*. Springer International Publishing, Switzerland.

¹²³ The Convention was criticized by Blake J. (2006) as a tool shaped '*with the needs of scientific research and government officials in mind*'. As cited in Antons Ch., Logan W. (eds.) *Intellectual Property, Cultural Property and Intangible Cultural Heritage*. Routledge, 2017. See Blake J. (2006) *Commentary on the 2003 UNESCO Convention on the Safeguarding of the Intangible Cultural Heritage*. UK: Institute of Arts and Law, 2006 as cited in Antons Ch., Logan W. (eds.) *Intellectual Property, Cultural Property and Intangible Cultural Heritage*. Routledge, 2017

¹²⁴ Blake J. (2017) From Traditional Culture and Folklore to Intangible Cultural Heritage: Evolution of a Treaty. *Santander Art and Culture Law Review* 2/2017 (3): 41-60 doi: 10.4467/2450050XSNR.17.017.8422

¹²⁵ See Pina H. (2016). Intangible cultural heritage and sustainable development in the Douro Demarcated Region (Northern Portugal): the cases of Cambres and Parada do Bispo. *Espaço e Economia*, 7. doi: 10.4000/espacoeconomia.2100; Caballero (2017). *Crossing Boundaries: Linking Intangible Heritage, Cultural Landscapes and Identity*. The UP Visayas International Conference on Intangible Heritage, 25-26 May 2017; Niles D., Roth R., (2016) Conservation of Traditional Agriculture as Living Knowledge Systems, Not Cultural Relics. *Journal of Resources and Ecology* Vol. 7, n. 3, , p.233

*spaces associated therewith – that communities, groups and, in some cases, individuals recognize as part of their cultural heritage*¹²⁶. Thus, the intangible cultural heritage (ICH) is manifested *inter alia* in the following domains (Art. 2.2): *‘oral traditions and expressions, including language as a vehicle of the intangible cultural heritage; performing arts; social practices, rituals, and festive events; knowledge and practices concerning nature and the universe; traditional craftsmanship*¹²⁷.

However, based on the definition of ICH proposed by the Convention, we could additionally argue that the intangible elements of agricultural landscapes include not only the land use knowledge, food traditions¹²⁸, associated beliefs and festivals, but also the instruments, machinery, and other material elements associated with agricultural practices.

The Convention categorizes the intangible heritage in three lists/registers aimed *‘to ensure better visibility of the intangible cultural heritage and awareness of its significance, and to encourage dialogue which respects cultural diversity’* (Art. 16)¹²⁹:

1. List of Intangible Cultural Heritage in Need of Urgent Safeguarding. The main criteria for the inscription of intangible heritage in this list are the urgency of its safeguarding.
2. Representative List of the Intangible Cultural Heritage of Humanity. The intangible heritage can be inscribed in this list if the State Parties can demonstrate that the inscription *‘will contribute to ensuring visibility and awareness of the significance of the intangible cultural heritage and to encouraging dialogue, thus reflecting cultural diversity worldwide and testifying to human creativity.*¹³⁰
3. Register of Good Safeguarding Practices. The criteria for the inscription in this list are demonstration of effectiveness, the participation of the community, applicability to the application to the particular needs of developing countries.¹³¹

¹²⁶ UNESCO (2003). Convention for the Safeguarding of the Intangible Cultural Heritage

¹²⁷ Ibid.

¹²⁸ See *‘Mediterranean diet’*. Rf: <https://ich.unesco.org/en/RL/mediterranean-diet-00884>, last access 01.03.2018

¹²⁹ UNESCO (2003). Convention for the Safeguarding of the Intangible Cultural Heritage

¹³⁰ UNESCO (2008). Operational Directives for the Implementation of the Convention for the Safeguarding of the Intangible Cultural Heritage, *para* 2. Rf: <https://ich.unesco.org/en/directives>

¹³¹ Ibid.

The nomination and the inscription of intangible heritage is similar to those of World Heritage Convention because it employs the mechanisms of the 1972 Convention adapted to the needs of ICH and their communities. What is different between the ICH List and WH Lists is their selection criteria. Thus, instead of 'outstandingness' and universal value, the Convention seeks to protect the heritage of local, which can be quite mundane.¹³² The nomination of ICH relies on the State Parties, while local communities are often '*left on the side-lines of the subsequent discussions over-commercialization.*' However, some authors argue that in comparison with the WCH, the CSICH has been shaped closer to the communities that maintain the heritage. Indeed, it encourages the State Parties '*to ensure the recognition of, respect for and enhancement of those farming, fishing, hunting, pastoral, food-gathering, food preparation and food preservation knowledge and practices, including their related rituals and beliefs, that contribute to food security and adequate nutrition and that are recognized by communities, groups and, in some cases, individuals as part of their intangible cultural heritage*'¹³³. Besides, the Operational Directives to the Convention pays particular attention to inclusive social development and identifies food security as one of the main elements ensuring this social development (*para* 178).

According to Smith and Campbell (2017), in the case of intangible heritage, the minimization of the role of heritage experts in nomination and designation ICH is particularly significant. Because '*alongside the concept of living cultural heritage, [it] destabilizes the philosophical underpinnings of the authorized heritage discourse and the very practices it frames.*'¹³⁴ Thus, the distinction between tangible and intangible values shows '*the degree of conceptual confusion facing those who are working in the heritage field.*'¹³⁵ The primary method proposed by the Convention is 'safeguarding' of intangible heritage, which is defined as the '*measures aimed at ensuring the viability of the intangible cultural heritage, including the identification, documentation, research, preservation, protection, promotion, enhancement, transmission, particularly through formal and non-formal education, as well as the*

¹³² Blake J. (2017) From Traditional Culture and Folklore to Intangible Cultural Heritage: Evolution of a Treaty Santander Art and Culture Law Review 2/2017 (3). P.52 DOI: 10.4467/2450050XSNR.17.017.8422

¹³³ UNESCO. (2008), *para* 178

¹³⁴ Smith L., Campbell G. (2017) The Tautology of 'Intangible Values' and the Misrecognition of Intangible Cultural Heritage, *Heritage & Society*, 10:1, p.29, doi: 10.1080/2159032X.2017.1423225

¹³⁵ *Ibid.*, p. 40

revitalization of the various aspects of such heritage.¹³⁶ Thus, among the measures for safeguarding intangible cultural heritage, the 2003 Convention includes 'education, awareness-raising and capacity-building' (art. 14) and 'participation of communities, groups and individuals' (art. 15), underlining the importance of the local communities in safeguarding their heritage.

Besides, the inscription of the intangible heritage that did not meet the criteria concerning the involvement and consent of the local community can be declined. However, in practice, it does not remain effortless to check the degree of involvement and consent of local communities. After the inscription, the State Party remains the central reference point response to the development of programs, projects, and activities for the safeguarding of ICH (art. 18), as well as the implementation of the safeguarding plan proposed on the moment of nomination. Today, there are around 508 elements (as for April 2019) in the Lists of Intangible Cultural Heritage and the Register of good safeguarding practices. According to an analysis conducted with the framework of this research, there 42 intangible heritage that can be associated with agricultural landscapes and practices, including:

1. Traditional knowledge and know-how (e.g., '*Practices and know-how concerning the argan tree*' in Morocco or '*Traditional knowledge and technologies relating to the growing and processing of the curagua*' in Venezuela).
2. Celebrations of harvest and other agricultural cycles (e.g., '*Winegrowers' Festival*' in Switzerland or '*Moussem of Tan-Tan*' gathering of nomadic peoples of the Sahara);
3. Rituals performed during agricultural practices (e.g., '*Mibu no Hana Taue, ritual of transplanting rice*' in Japan or '*Hudhud chants of the Ifugao*' in Philippines).
4. Craftsmanship associated with agricultural practices and processing of food (e.g., '*Manufacture of cowbells*' in Portugal or '*Craft of the miller*' in Netherlands).
5. Games showing traditional practices and skills of livestock herding (e.g., '*Chovqan, a traditional Karabakh horse-riding game*' in Azerbaijan or '*Kok boru, traditional horse game*' in Kazakhstan).
6. Food-related intangible heritage involving not only cooking and consumption, but also a set of skills, knowledge, rituals, symbols, and

¹³⁶ UNESCO (2003), *opt. cit.*, art. 2.3.

traditions concerning crops, harvesting, fishing, and animal husbandry. (e.g., 'Mediterranean diet' or 'Traditional Mexican cuisine').

If some of them have an apparent reference to agriculture and agricultural landscapes, others are related indirectly (fig. 15).

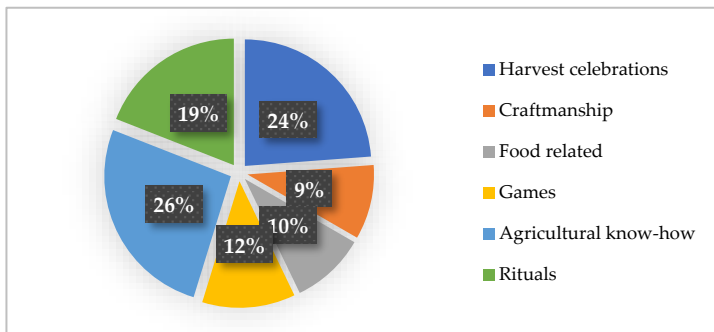


Figure 15. UNESCO Intangible Heritage associated with agricultural landscapes and practices ¹³⁷

One of the recent intangible heritage inscribed in Representative List - 'Art of dry stone walling, knowledge and techniques' (2018) - has attracted the attention on the importance of traditional practices in the protection of historic landscapes and risk prevention. The candidature was propped at once by eight European countries (Croatia, Cyprus, France, Greece, Italy, Slovenia, Spain, and Switzerland)¹³⁸ widely covered by terraced landscapes. It concerns 'the knowhow related to making stone constructions by stacking stones upon each other, without using any other materials except sometimes dry soil.'¹³⁹ This art has shaped diverse agricultural landscapes, various modes of dwelling, farming, and husbandry across the countries. The Committee has inscribed this intangible heritage as 'a living tradition, which has become increasingly well-developed for the sake of the sustainable management of cultural heritage, agricultural land, human dwellings and their environment.'

In the nomination file of the ICH, the State Parties has included the following safeguarding measures: 1) promotion and enhancement or awareness-raising particularly among young people, which will include the activities in the form of 'festivals and thematic events in each region that will promote an open dialogue

¹³⁷ Elaboration of the Author. See Appendix B

¹³⁸ UNESCO. 'Decision of the Intergovernmental Committee: 13.COM 10.b.10.' Rf: <https://ich.unesco.org/en/Decisions/13.COM/10.b.10> [last accessed 17.01.2020]

¹³⁹ Ibid.

between the past and present generations'; 2) documentation of the element and research on safeguarding measures; 3) establishing the issue of skills certification and standardization; 4) international partnerships and networking.¹⁴⁰ Regional, state, and EU programmes realize the majority of the activities within this safeguarding plan. However, in the case of other types of ICH, particularly those related to production and know-how, the safeguarding within the 2003 Convention became an uneasy process. That is because the protection of ICH associated with agricultural landscapes often involves the questions of intellectual property. It does not concern only the food-related ICH inscription such as Traditional Mexican cuisine, but also the matter of local plant varieties - e.g., the protection of corn cultivated in Mexico used in this cuisine, or disputes between the South-East Asia countries for red rice varieties.¹⁴¹

According to Vadi (2018) *'globalisation and trade in cultural products can potentially promote cultural exchange, but they can also jeopardise local and regional cultural practices.'*¹⁴² In this context, safeguarding of ICH cannot be limited to promotion and documentation, but must also involve the protection of IP rights of local communities for whom these agricultural practices constitute the primary source of subsistence. Thus, the 2003 Convention has been actively criticized because it has created overlaps between the intangible heritage and intellectual property rights.¹⁴³ The safeguarding of ICH associated with agricultural landscapes inevitably involves the matter of IP rights, while the Convention does not in itself establish such rights.

¹⁴⁰ For details of the Safeguarding plans see the UNESCO. Nomination file n. 01393 for inscription in 2018 on the Representative List of the Intangible Cultural Heritage of Humanity. Rf: <https://ich.unesco.org/doc/download.php?versionID=47593> [last accessed 14.04.2019]

¹⁴¹ Chew, D. (Jan, 2004). Borders of kinship and ethnicity: cross-border relations between the Kelalan Valley, Sarawak, and the Bawan Valley, East Kalimantan, Borneo Research Bulletin; Antons Ch. (2017). Legal and cultural landscapes: cultural and intellectual property concepts and the 'safeguarding' of intangible cultural heritage in Southeast Asia. In C. Antons (ed). The Routledge Handbook of Asian Law. Routledge, pp. 250-268.

¹⁴² Vadi V. (2018) Intangible Cultural Heritage and Trade. in C. Waelde, C. Cummings, M. Parvis, and H. Enright (eds.), Research Handbook on Contemporary Intangible Cultural Heritage. Cheltenham: Edward Elgar, p.9

¹⁴³ Kanniah R. (2017) Protection of traditional knowledge in agriculture: a review of the laws in Malaysia. In Antons Ch., Logan W. (eds.) Intellectual Property, Cultural Property and Intangible Cultural Heritage. Routledge.

The question of intellectual property rights of farmers remains unexploited both in the Convention and its Operational Directives. It seems that it leaves this topic to the consideration of the World Intellectual Property Organization WIPO, which has been perusing the *sui generis* intellectual property rights approach towards the protection of this heritage since 2000. Therefore, it appears that in practical terms, UNESCO, through its ICH List, proposes a mere 'labialization' of traditional practices, which attracts the consumer attention to certain agricultural products. However, if the inscription of an agricultural landscape in the World Heritage List may bring visible results to the concrete sites in terms of tourism growth or increased product costs, then in the case of intangible heritage, it is more difficult to measure the benefits or limits brought by the UNESCO label.

In the case of the art of dry-stone walling, the intangible heritage is 'tied' to almost all territories where such terraces exist. Therefore, the choice of territories which will benefit the inscription is pretty random. Everything depends on the proactivity of the local/regional/state actors in developing the projects in their territories. However, we must also consider the main benefit of CSICH, which can cover up all the above-mentioned pitfalls. The Convention has had an influence on international 'hard laws' (e.g., human rights, environmental law) and has been ingrained in specific domestic regulations, protections, and active institutional mechanisms¹⁴⁴. Thus, for example, the collective character of cultural rights, traditional knowledge, and practices for environmental sustainability are now increasingly accepted in the international texts¹⁴⁵.

1.4.1.3. Benefits and limits of the protection mechanism proposed by UNESCO

By placing the protection of agricultural landscapes within the framework of UNESCO, we receive the figure below.

¹⁴⁴ Broude T. (2014) A Diet Too Far? Intangible Cultural Heritage, Cultural Diversity, and Culinary Practices (May 20, 2014). The Hebrew University of Jerusalem Faculty of Law Working Paper No. 02-14; Hebrew University of Jerusalem Legal Research Paper, n. 15-6.

¹⁴⁵ Blake J. (2006), *opt. cit.*, p.57

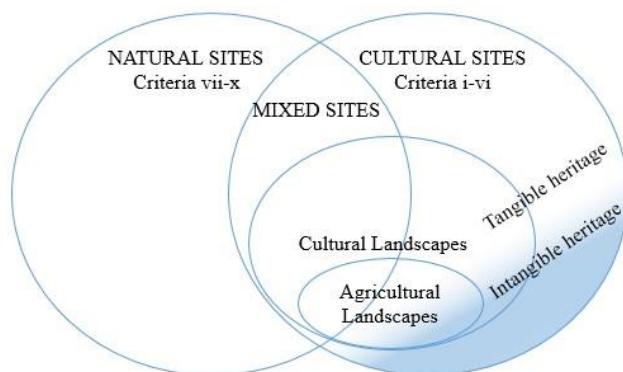


Figure 16. Protection of agricultural landscapes within the legal framework of UNESCO.¹⁴⁶

The analysis of agricultural landscapes inscribed in the World Heritage List has demonstrated that there is somewhat forced segregation between ‘naturalness’ and ‘culture’ of the sites. While the category of cultural landscapes is recognized as the ‘combined work of nature and men,’ the agricultural landscapes are nevertheless designated under the category of mixed or cultural heritage.

Besides, we could observe that there is a separation of the ‘intangible’ and ‘tangible’ dimensions of agricultural landscapes, which is imposed by the existence of two separate Conventions (WHC and CSICH). However, the analysis of both World Heritage agricultural landscapes and intangible heritage associated with agriculture has revealed the protection of landscape carcass separately from its intangible/spiritual dimension (e.g., know-how and traditional practices) does not make much sense. The protection of agricultural landscape through the WHC might indeed help to safeguard the traditional practices as well. However, such cases are instead an exception, because the WHC doesn’t require the State Parties and Site Managers to do so. It primarily focuses on the visual aspect of agricultural landscapes. Thus, the safeguarding and valorization of intangible heritage expressed in the set of tangible elements composing agricultural landscapes rely on the proactivity of local actors and stakeholders. This forced segregation of the functions between the two Conventions might impact the loss of intangible elements in agricultural landscapes.

¹⁴⁶ Adapted from UNESCO

The table below sums up the benefits and limits of the UNESCO mechanism in the protection of the agricultural landscape. It gives a holistic evaluation of the system without the separate assessment of the Conventions (see the table below). We tried to avoid to include the limits of UNESCO Conventions, which have already been extensively discussed by scholars (e.g., authenticity and integrity criteria, tourism pressure, and ‘vagueness’ of the protection framework). Instead, we have tried to focus on the benefits and limits of the UNESCO Conventions most closely related to the specificities of agricultural landscapes.

Benefits	Limits
Wide ratification	The absence of the definition for agricultural landscape
Widely respected and known cultural designation/label	Clear-cut categorization (relict, continuing, associative)
The fund-raising capacity of the UNESCO label	Segregation of the intangible and tangible dimensions of agricultural landscapes
International platform/network	Unequal geographical and typological distribution of the World Heritage agricultural landscapes
Inclusive protection (natural, cultural, intangible and tangible dimensions of agricultural landscapes)	The mechanism of nomination, protection, and management largely relies on the State Parties
Involvement of Independent Advisory Bodies and capacity building	Legally non-binding
Rise of the public awareness on the importance to preserve and the risks	Little interaction and attention on how and by whom these landscapes are managed at the local level
Contribution to rural livelihood and decrease the rural immigration	Rigid organizational structure and excessive bureaucracy
Legal instrument protecting agricultural landscapes on the global level	Site-based protection
Influence on specific international and domestic hard laws	Blocking of changes compromising the visual aspects of agricultural landscapes
	The marginalization of agricultural landscapes located within the natural sites
	A gap in relation to the intellectual property rights in the CSICH
	Exacerbated high real estate and land prices

Table 4. Benefits and limits of the UNESCO protection framework for agricultural landscapes

Overall, there seems to be a great prevalence of limits in the protection mechanisms proposed by UNESCO. The first group of limits is associated with the conceptual framework on which relies on the UNESCO Conventions. The absence of a legal definition of the agricultural landscape is the principal limit. As a consequence, the approach to the agricultural landscapes is framed within the broad category of cultural landscapes, which doesn't always respond to the specificities of the agricultural sector. Thus, the agricultural landscapes remain being marginal category thrown into the general definition of 'cultural landscapes.'

Further, there is a precise cut categorization of the agricultural landscapes into relict, continuing, or associative landscapes. Although this categorization is reasonable and even necessary for the practical terms (e.g., simplification of the nomination process), we have seen that there are the agricultural landscapes where such categorization does not make much sense. In addition, we have seen that there is somehow forced segregation of intangible and tangible dimensions of agricultural landscapes reflected in two separate Conventions. Although the protection of intangible heritage by UNESCO is a step forward for the recognition of the cognitive dimension of agricultural landscapes, the separate designations of its "tangible" and "intangible" dimensions culture reflect a *remaining conceptual distinction between the two*¹⁴⁷. They may appear less valid while speaking about the holistic protection of agricultural landscapes. It makes the whole mechanism of designation and protection a complex and intricate process, as it suggests to nominate the same agricultural landscape twice: its physical dimension through the WHC and agricultural know-how and customs through CSICH. In addition, the categorization to the natural and cultural sites proposed by the WHC involves the marginalization of agricultural practices and landscapes in the territories inscribed under natural criteria.

The second group of limits concerns the selection criteria. Although the World Heritage designation bases on the universality of values, there is, however, unequal distribution of World Heritage designation by regions and by types of agricultural practices. In other words, the World Heritage List is dominated by few economically profitable agricultural landscapes (olive and viticulture), which are mainly concentrated in the European continent. The limit refers to the mechanism of nomination established by the UNESCO Conventions. As we

¹⁴⁷ See Niles D., Roth R. (2016). Conservation of Traditional Agriculture as Living Knowledge Systems, Not Cultural Relics. *Journal of Resources and Ecology* Vol. 7 No. 3, p.232

could, both Conventions give decision-making power to the State Parties. Although they encourage public participation during the nomination process, their involvement relies only on internal policies. This fact gives the room to less 'democratic' selection process and homogeneity of agricultural landscapes inscribed in the UNESCO World Heritage List.

Moreover, the designation and delisting process often relies on political matters, rather than objective criteria. From that derives the next group of limits concerning the method of protection of agricultural landscapes after their designation as World Heritage. Although the fact that the Conventions are not legally binding instruments *senso strictu* has secured their almost universal ratification, it impacts the *de-facto* implementation of their requirements. As a consequence, there are still few agricultural landscapes whose heritage and landscape values are protected on the legislative level. However, both Conventions do require the State Parties to set all necessary legislative instruments to secure the protection of heritage values.

Similarly to the nomination process, the management of the agricultural landscapes entirely relies on the State Parties. Although the *de-facto* managers of the agricultural landscapes might be the local actors/institutions, the interaction with the Secretariat should pass through the State Parties. It further complicates the management process. This limit derives from the rigid organizational structure and excessive bureaucracy of the UN organization. Given the fact that the state parties are responsible for the protection and management of agricultural landscapes, UNESCO pays little attention to how and by whom these landscapes are managed at the local level.

Further, the protection mechanism proposed by the WHC is often criticized for its focus on the site level, which entails the 'subtraction' of the World Heritage Site from its territorial context¹⁴⁸. Although there are buffer zones meant to ensure a gradual transition from World Heritage to 'everyday' context, it does not always allow to avoid the clash of interests. The mechanism of protection still leans on blocking of all changes that might compromise the visual aspect of agricultural landscapes. It is important to note that besides the cultural landscapes there are many agricultural landscapes located within the natural sites and parks, which does not receive appropriate attention in terms of protection actions because the main objectives of the WHC in relation to the

¹⁴⁸ Ibid.

natural sites is the protection of the environment and not the socio-cultural components.

In addition, there are still substantial gaps within the CSICH in regards to the intellectual property rights of farmers, who own and maintain the intangible agricultural heritage. Despite the critics and gaps existing in the protection of agricultural landscapes, UNESCO continues being the first and the most ratified international protection framework for agricultural landscapes. Therefore, the inscription of agricultural landscapes in the World Heritage List provides international and local recognition of agricultural landscape values, and this way facilitates their protection. This recognition, on its turn, means the high fundraising capacity of the UNESCO label, including the increased chance of the World Heritage site managers in accession to the state, international, EU, and private findings.

Being an intergovernmental body involving a multitude of stakeholders, allows the UNESCO to be a sort of international network reuniting the various stakeholders of agricultural landscapes. This way, it has the high capacity to become a platform where to share the experiences on management and protection of agricultural landscapes (e.g., through workshops and seminars). Although through two separate Conventions and complex designation mechanisms, it does provide comprehensive protection to agricultural landscapes as it recognizes all dimensions of agricultural landscapes (material, immaterial, natural, and cultural dimensions). The involvement of the independent Advisory Bodies such as ICOMOS, IUCN, and ICCROM, guarantees the examination of agricultural landscapes from both cultural and natural perspectives.

The impact of the UNESCO label on the economic sustainability of agricultural landscapes is highly debated, due to the increasing tourism pressure. However, there are still many cases where the designation has contributed to the livelihood of the rural population and product price. UNESCO lists have become symbols for agricultural landscapes as a tourist attraction, and quality seals for their products. Besides the merely immediate and short-term economic benefit received from touristic activities, UNESCO designation raises public awareness (including the local communities) on the importance of preserving their heritage that the local communities receive the opportunity to reevaluate not only their territory but also the traditional practices people previously regarded as backward.

Probably the most critical benefit of the UNESCO mechanism is that it is the only legal instrument protecting agricultural landscapes at the global level, and as such, it carries certain political weight. Thus, it has an impact on the global governance of agricultural landscapes and has proved instrumental in international cases dealing with landscape degradation. In contrast, its concept of landscape has influenced other normative instruments in the field of international environmental law and cultural heritage law, as well as domestic protection of agricultural landscapes from large-scale project development.¹⁴⁹ The exacerbated high real estate, and land prices (e.g., in Wachau and Cinque Terre) do not permit the emigration of the new rural population.

1.4.2. GIAHS of FAO: Another global list or an innovative solution?

In 2002 during the World Summit on Sustainable Development in Johannesburg the United Nations Food and Agriculture Organization (FAO) has launched an international partnership initiative Globally Important Agricultural Heritage Systems (GIAHS), aimed to face the global trends such as climate change, rural immigration, depletion of natural and bio-diversity resources, food security issues that undermine family agriculture and traditional agricultural systems. GIAHS are defined as the *'remarkable land use systems and landscapes which are rich in globally significant biological diversity evolving from the co-adaptation of a community with its environment and its needs and aspirations for sustainable development.'*¹⁵⁰

Thus, the agricultural landscapes are approached as a part of agricultural systems embedded in *practices, knowledge, institutions, technologies, skills, traditions, beliefs and social values* of farmers. The programme does not praise only the physical dimension of agricultural landscapes, but its human component, by recognizing that *'traditional and indigenous knowledge systems employed in particular heritage site are foundation and basis in managing the general ecosystem and landscape's integrity.'*¹⁵¹ In other words, the programme bases on the principle that the physical appearance of agricultural landscapes and viability of the agricultural system can be conserved if the human knowledge and practices that maintain these landscapes are taken into account. It defines the intangible heritage or

¹⁴⁹ Strecker, A. (2018). *op.cit.*, 78-79

¹⁵⁰ FAO. GIAHS Informational package, p.3. Rf: <http://www.fao.org/3/a-bp772e.pdf>

¹⁵¹ Koohafkan P., Altieri M.A. (2017) *Forgotten Agricultural Heritage: Reconnecting food systems and sustainable development*. Routledge, p.38

knowledge systems as the main element of this long-term and dynamic conservation. Therefore, the focus of the protection is not only the physical components of the system but its intangible dimension and fundamental understanding of the nature of the farmers involved in traditional agriculture.

The agricultural landscapes recognized as GIAHS are often isolated sites, which have not seen the technologies of modern agriculture, and that is why the evolution of these landscapes went much slower than in other areas. That is why the local communities (often indigenous) were able to create these distinct '*regional microcosms of traditional farming systems*'. One of the first sites registered as the GIAHS is Rice Fish Culture in China (2005), covering 460 ha of Chinese clay plate. This rice-fish agricultural system was found globally important because of the distinctive ecological symbiosis¹⁵² of rice and fishing systems developed by Chinese farmers during the last 2000. This system providing multiple products and ecological services has been recognized as environmentally and economically sustainable, and therefore worthy of protection. Since then, the number of GIAHS sites has increased considerably, and now it counts 57 systems in 20 countries (as for April 2019). From the regional perspective, most of the GIAHS are located in the developing countries of South-East Asia, China, and Japan (fig. 17).

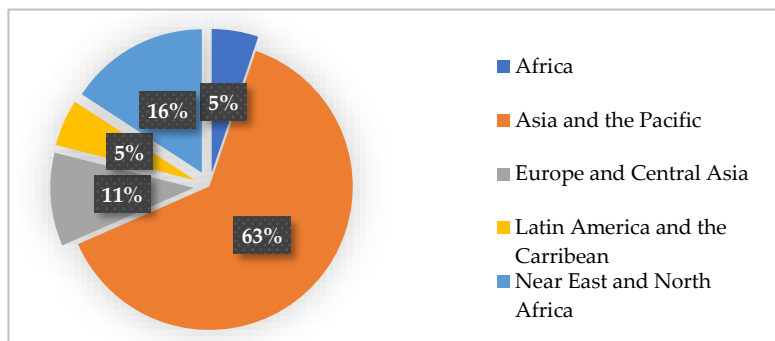


Figure 17. Distribution of GIAHS by regions

¹⁵² The ecological symbiosis is expressed in the fact that '*fish provides fertilizer to rice, regulates micro-climatic conditions, softens the soil, disturbs the water, and eats larvae and weeds in the flooded fields; while rice provides shade and food for fish*'. See the web site of FAO: <http://www.fao.org/giahs/giahsaroundtheworld/designated-sites/asia-and-the-pacific/rice-fish-culture/en/> [last access 16.04.2019]

Regardless, the prevalence of agricultural landscapes from Asia and the Pacific region, there is no domination of one type of landscape. The classification of GIAHS by types of crops shows a great variety of agricultural landscapes (fig. 18). In addition to the principal crops, many GIAHS are sustained by fishery and agro-forestry.

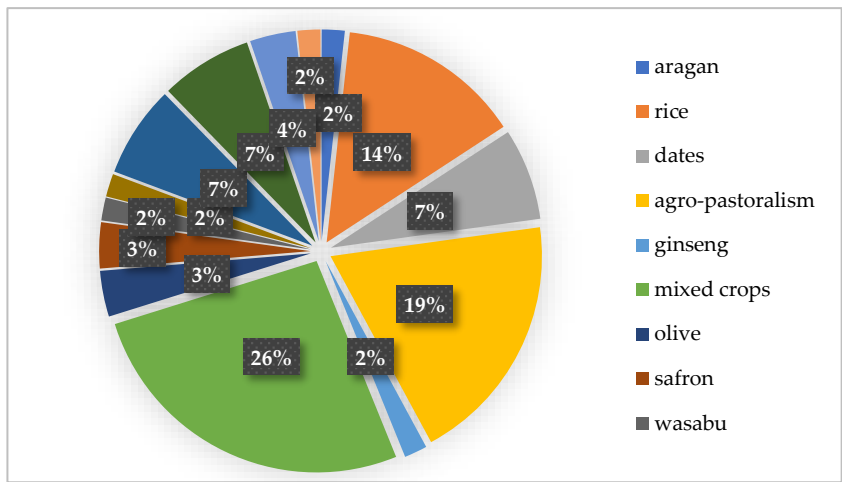


Figure 18. GIAHS by types of crops.¹⁵³

Criteria of designation

Similarly to UNESCO, the main criteria of the inscription in the GIAHS register is the global importance of the agricultural system. This global significance is seen as the composite value of the agricultural system, which can be proven through a presentation of its historical background, its present and future capacity to achieve ‘food security, human well-being and environmental goals, such as climate adaptation, carbon sequestration, water, land and biodiversity conservation.’ In addition, the requesting organization must highlight ‘particular lessons learned or principles that can be derived from the system/site, which might be applied elsewhere’.¹⁵⁴

¹⁵³ As for April 2019. Author’s elaboration. See Appendix C for the detailed information on the GIAHS sites.

¹⁵⁴ See FAO. ‘Template for GIAHS Proposal’, p. 2. Rf: http://www.fao.org/fileadmin/templates/giahs/Final_Revised_Template.docx [last accessed 19.03.2019]

Thus, not only the system's significance is valued, but also its replicability and potential contribution to other systems. Overall, there are five main selection criteria that the agricultural landscapes must comply:

1. *Food and livelihood security.* The proposed agricultural system must prove the contribution to the food or livelihood security of local communities. In other words, only the self-sufficient and semi-subsistent agriculture, where local communities provide and exchange the resources and sustain the rural economy, can be selected as GIAHS.
2. *Agro-biodiversity.* The system must host the 'globally significant biodiversity and genetic resources for food and agriculture (e.g., endemic, domesticated, rare, endangered species of crops and animals)'¹⁵⁵.
3. *Local and Traditional Knowledge systems.* It means that 'the system should maintain local and invaluable traditional knowledge and practices, ingenious adaptive technology, and management systems of natural resources, including biota, land, water, which have supported agricultural, forestry or fishery activities'.¹⁵⁶
4. *Cultures, Value systems and Social Organisations.* The criterion concerns 'the social organizations and practices in the form of customary laws and practices as well as ceremonial, religious or spiritual experiences that ensure the conservation of and promote equity in the use and access to natural resources'.¹⁵⁷
5. *Landscapes and Seascapes Features.* It is the fundamental criterion of selection, which means that 'the GIAHS sites should represent landscapes or seascapes developed through the interaction between humans and the environment'. It might have historic value and a secure connection with the local socio-economic systems. They give an example of complex land-use systems, such as land-use mosaics, water, and coastal management systems.¹⁵⁸

¹⁵⁵ FAO (2017). Selection Criteria and Action Plan, p.2. Rf: http://www.fao.org/fileadmin/templates/giahs_assets/GIAHS_test/04_Become_a_GIAHS/02_Features_and_criteria/Criteria_and_Action_Plan_for_home_page_for_Home_Page_Ia_n_1_2017.pdf [last accessed 19.03.2019]

¹⁵⁶ Ibid.

¹⁵⁷ Ibid

¹⁵⁸ Ibid.

Thus, the Programme aims to identify and safeguard not only GIAHS and their associated landscapes, but also agricultural biodiversity, knowledge systems, and culture *‘through catalyzing and establishing a long-term programme to support such systems and enhance global, national and local benefits derived through their dynamic conservation, sustainable management and enhanced viability.’*¹⁵⁹ Although there are no criteria such as aesthetic value, integrity, or authenticity, many GIAHS are nevertheless of remarkable beauty (e.g., *Ifugao rice terraces* in the Philippines, *Hani Rice Terrace* in China). On the web page of the programme the GIAHS are defined as *‘outstanding landscapes of aesthetic beauty that combine agricultural biodiversity, resilient ecosystems and a valuable cultural heritage.’* Here we can see an apparent reference to the conceptual framework of the World Heritage Convention praising outstanding cultural landscapes of aesthetic beauty.

Overall, the concept of protecting the agricultural landscape/heritage proposed within the GIAHS programme is positioned as something utterly different from the conventional heritage conservation practices, for example, those proposed by the World Heritage Convention.¹⁶⁰ It can also be seen from the definition of GIAHS as the designation which *‘goes beyond merely identifying interesting agricultural systems and turning them into attractive snapshots.’* From the theoretical point of view, it seems right, because it focuses on the dynamic conservation and accepts the changes in agricultural landscapes. However, similarly to UNESCO, it focuses on the ‘traditional’ or historic agricultural systems managed by traditional (often indigenous) people. According to Niles and Roth (2016), in the context of ‘modern’ times challenges such as food security, water supply, environmental change, *‘the traditional agroecological systems appear as boutique ‘boutique’ agricultures rather than productive systems of real practical significance’*¹⁶¹. Thus, because the GIAHS are developed in socio-ecological contexts so different from ‘modern’ one, their productive systems seem *‘insufficient for our time and not directly relevant to the serious problems of today. [...] if there is some value in the preservation of traditional agricultures, it is so that they will survive as relics of the past, that is, as objects.’*¹⁶² In other words, it focuses on the traditional landscapes which represent the minor part of the contemporary global agriculture. Thus, it appears that it fights against global issues by means of ‘boutique agricultures.’

¹⁵⁹ FAO. Globally Important Agricultural Heritage Systems (GIAHS), p. 4. Rf: <http://www.fao.org/3/a-bp772e.pdf> [last accessed 21.03.2019]

¹⁶⁰ Koohafkan P., Altieri M.A. (2017), *op.cit.*, p.50

¹⁶¹ Niles D., Roth R., (2016) Conservation of Traditional Agriculture as Living Knowledge Systems, Not Cultural Relics. *Journal of Resources and Ecology* Vol. 7 No. 3, p.233

¹⁶² *Ibid.*

Process of designation

The registration of the GIAHS is often an initiative of local organizations. Their role in the protection of GIAHS is acknowledged and given the status of ‘requesting agencies.’ The requesting Agency can be local NGOs, local authorities, and governmental bodies, depending on the state governance model and the legal mechanism. If in Europe the Requesting Agencies are often the Unions of the farmers and producers, in China, for example, the initiative comes from the government or municipal authorities. In the last case, the research agendas are generally formulated by national/regional policy and tempered by the research capacities of the educational and research institutions involved¹⁶³.

However, similarly to UNESCO, the GIAHS proposal should be submitted only through the appropriate Government channel or GIAHS National Committee, if any (fig. 19)¹⁶⁴.

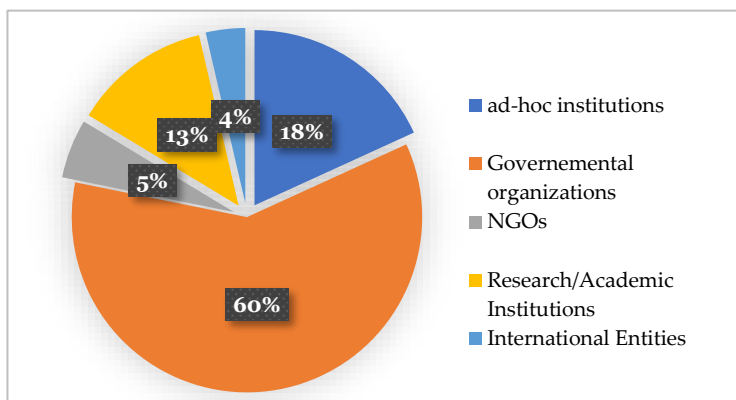


Figure 19. The entities that can request the designation to GIAHS.

¹⁶³ Fuller A.M., et al. (2015) Globally important agricultural heritage systems (giah) of china: the challenge of complexity in research, *Ecosystem Health and Sustainability*, 1:2, 1-10, doi: 10.1890/EHS14-0007.1

¹⁶⁴ See FAO (2003). Working arrangements and certification procedures under the Globally Important Agriculture Heritage System (GIAHS), session n. 97, Rome, 21 - 23 Oct 2013, pp. 5-7. Rf: <http://www.fao.org/3/mi205e/mi205e.pdf> [last accessed 16.04.2019]

Since 2016, the governance and working arrangements of the GIAHS programme is coordinated by Scientific Advisory Group (SAG), composed of the researches and professors affiliated in the research and academic institutions in different parts of the world. The SAG provides scientific advice on the GIAHS programme and conduct designation of GIAHS sites. Thus, in GIAHS, the function of the Advisory Bodies in the World Heritage Convention is implemented by the SAG. The guidelines, procedures, and methodology of evaluation may vary according to each site. The evaluation is not limited to report of the GIAHS secretariat and the report of the SAG; it also bases on the expert visits to the GIAHS site.

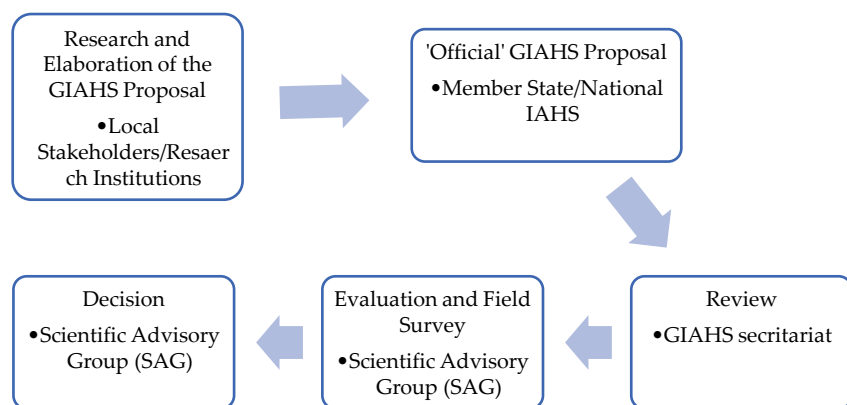


Figure 20. The GIAHS designation process

Similarly to UNESCO, there are three types of possible decisions followed the evaluation: designation of the site; request revision and resubmission of the proposal to the applicant; notification of declination of the proposal to the applicant¹⁶⁵. The first outcome from the designation of GIAHS is its registration and the publication on the web site. The GIAHS designation process is summarized in the figure below. It is important to note that the Programme, like UNESCO, strongly relies on extra-budgetary financial resources. At the beginning of its development, the GIAHS Programme was sponsored by Germany, the Global Environmental Facility (GEF), and IFAD. Currently, the donor countries and international organizations which provide voluntary

¹⁶⁵ Ibid.

contribution are China and Japan¹⁶⁶. The prevalence of the GIAHS in the South-East Asian Region partly reflects the origin of the resources of the finance.

After the designation

The GIAHS are living systems which offer *'promising models of sustainability as they promote biodiversity, thrive without agrochemicals, and sustain year-round yields'*¹⁶⁷. Therefore, they require the long-term *'dynamic conservation,'* defined by Altieri and Koohafkan (2003) as *'the basis for a strategy of territorial development and socio-cultural revival.'*¹⁶⁸ In practical terms, the dynamic conservation can be achieved through knowledge dissemination on GIAHS; *'strengthening the systems and capacity for Action Plan implementation; improved management of agricultural resources; conservation and sustainable use of agrobiodiversity; improvement of agricultural production methods; sales promotion of the agricultural products; promotion of tourism and cultural activities and local cuisine; empowerment of women and more involvement of local community in the decision making'*¹⁶⁹.

It is important to note that contrary to UNESCO, all GIAHS have their Action Plans by the moment of designation because it is one of the conditions to obtain the *'status'* of GIAHS. Such Action Plan must guarantee the dynamic conservation of the system and include analysis of threats and challenges affecting or that may affect GIAHS; *'detailed descriptions of the policies, strategies, present and future actions and outcomes and how they contribute to the dynamic conservation of the proposed GIAHS; involvement of the stakeholders, including local communities; local, national and international supports in the implementation of the Action Plan; explanation on how policies, strategies and actions can be used to leverage funding and/or mobilize resources at the local, national and/or international level; monitoring and evaluation of the effects of the Action Plan'*.¹⁷⁰

¹⁶⁶ See FAO. Informational package to the Globally Important Agricultural Heritage Systems (GIAHS), p.6. Rf: <http://www.fao.org/3/a-bp772e.pdf>

¹⁶⁷ Altieri M.A., Koohafkan P. (2003) Globally Important Ingenious Agricultural Heritage Systems (GIAHS): extent, significance, and implications for development.

¹⁶⁸ Koohafkan P., Altieri M.A. (2011) Globally Important Agricultural Heritage Systems. A Legacy for the Future, FAO, Rome, 2011, p.18

¹⁶⁹ Endo Y. (2018) GIAHS Concept, Approaches and Actual cases. Agricultural Cultural Heritage in Austria 28, Nov 2018, FAO.

¹⁷⁰ FAO (2017). Selection Criteria and Action Plan, p.3.

The key principle of this dynamic conservation is embedded in establishing dialogue and participatory processes that can allow multiple stakeholders to come up with a common vision for the future development of their territory, the action plan, and the monitoring of their progress. Thus, after the designation of GIAHS, the main responsibility on this 'dynamic conservation' relies on the local communities, entities which have requested the designation. That is because, according to the authors of the programme, *'no matter how well intended, outsiders are unlikely to 'dynamically conserve' any social-ecological system, for this depends entirely on the volition of the people who have developed it, understand it and use it.'*¹⁷¹ That is why the Requesting Agency should dispose of the concrete plan of action in regards to the agricultural landscape well before the registration of the site as GIAHS, while the implementation and monitoring also rely on the local stakeholders. It suggested that the action plan should be a cyclic action lasting for a long time and base on monitoring/evaluation of impacts of measures and the correction of these measures if necessary. SAG can only support the local stakeholders/states employing scientific advisory support.

Similarly to UNESCO, the primary motivation for the designation of new GIAHS is the fame brought by the international label. At the international arena, the GIAHS Register is less known than the UNESCO World Heritage List, and yet the status of GIAHS already brings considerable tourist flow to the rural areas this way, inhibiting rural immigration.

Branding of GIAHS products and new trends in Asian and the Pacific region

However, probably the main outcome of the programme in terms of dynamic conservation is the added value to the traditional agricultural production, which is achieved through marketing strategies (branding, labeling, quality improvement), development of niche-market, and establishment of value-chain (e.g., farmers market).

One of the first countries that have started to use this product-based strategy of dynamic conservation in Japan. The first initiative was developed in terrestrial-aquatic landscape ecosystems called *Noto's Satoyama and Satoumi*. Here the local authorities (Ishikawa Provincial Government) and local banks have established a special fund for GIAHS promotion. One of the significant outcomes of the local

¹⁷¹ Koohafkan P., Altieri M.A. (2017) *Forgotten Agricultural Heritage: Reconnecting food systems and sustainable development*. Routledge, p.58

initiative is the establishment of the local designation scheme ‘Noto no Ippin’. This local brand permits to certify that the agricultural products produced in the GIAHS site in a way to contribute to the rural economy. In 2018 the ‘Noto no Ippin’ label was attributed to 31 local products including rice, beans, vegetable, persimmon, mushroom, beef, milk, fish, shell, seaweeds, sea cucumber, cucumber, syrup, buckwheat, salt, cider, soy sauce, fish sauce. Currently, the operating profit of the fund and voluntary donation from private companies are jointly used to support local production activities.¹⁷² The tangible results of such branding are the following: 1.5 times more sales in comparison with the previous fiscal year; increased number of farmers by 71%; increased number of tourists from 4800 in 2010 to 12.000 in 2018; Immigration of people from other prefectures has increased by 133%.¹⁷³

By 2018 9 out of 11 Japan GIAHS had their logos used for publicity and marketing purposes. The inscription has allowed not only the promotion of the territory and development of tourism but also sustain the local production and guarantees the livelihood of the rural population. However, according to Kajima et al. (2017), due to the strategic ambiguity of the GIAHS designation, *‘there is a gap, if not a dichotomy, of the de jure official texts of the designation purposes and de facto interpretations and expectations at the local municipality level.’*¹⁷⁴ The official strategy of the GIAHS designation is the dynamic conservation of agricultural systems, where product marketing is currently considered as one of the effective tools for achieving such conservation. At the local level, however, the main goals of the GIAHS designation are perceived and expected to be merely a promotion campaign for their production. It is important to note that GIAHS designation is having particular success in Asia and the Pacific region. One of the main indicators is the fact that several countries from this region have established their register of Nationally Important Agricultural Heritage Systems (NIAHS) and National GIAHS Committees (China, Japan, and Korea). The latter is a National

¹⁷² See Nagata, A. (2018). GIAHS for Branding of Agricultural Products in Japan. The 5th Conference of East Asia Research Association for Agricultural Heritage Systems (ERAHS) Symposium 2: GIAHS for Branding of Agricultural Products 27 Aug 2018, Minabe-Tanabe, Wakayama, Japan

¹⁷³ Endo Y. (2018), *op.cit.*

¹⁷⁴ Kajima Sh., et al. (2017) Japanese sake and tea as place-based products: a comparison of regional certifications of globally important agricultural heritage systems, geopark, biosphere reserves, and geographical indication at product level certification. J Ethn Foods 4, p.81

management body of GIAHS activities, consisting of relevant ministries, research institutes, and representatives of farmers¹⁷⁵.

The criteria for the inscription to the National registers are slightly different from those established by FAO. Thus, China-NIAHS, for example, has established a measurable threshold, where the agricultural systems having less than 100 years of history and a participation rate of less than 50 percent by inhabitants cannot participate¹⁷⁶. While in Korea, the critical criteria are the representativeness of agricultural systems, multi-stakeholder partnerships, as well as *an emphasis on improvement of brand value and regional image*¹⁷⁷. In Japan as well, the proposal must include the new business models of promotion, which can contribute to the rural revitalization. It is clear that in these countries, GIAHS is positioned as part of the country's rural revitalization policy. Thus, the NIAHS serves as an intermediate stage before FAO GIAHS designation. However, the very existence of the National register or committee with its additional criteria and requirements can be questioned, as it makes the selection process more complicated than for other GIAHS around the World.

Overall, with increased recognition and visibility, GIAHS started to contribute to the adoption of policies that integrate agricultural heritage into agricultural development programmes (e.g. PSR in EU countries). Thus, it has been influential in the protection of traditional knowledge systems and sustainable agriculture. However, regardless of several positive results brought by the program in the relatively short period of its existence, there are already few discussions on the reverse effect of the GIAHS fame. Fuller et al. (2015) have expressed the concern that the GIAHS-type environments have a risk to be 'swept away on a tide of economic opportunism, or become ossified as living museums.' The authors gave the example of Xinghua Duotian Agrosystem (GIAHS since 2014) that every year in April attracts around 10 000 tourists a day, which comes to contemplate the seasonal beauty of yellow rapeseed (*Brassica napus*) landscape. The impact of this seasonal phenomenon on the agricultural landscape and the rural population is evaluated rather negatively in terms of economic benefits.

¹⁷⁵ Yiy E., et al. (2016) Comparative Study on Conservation of Agricultural Heritage Systems in China, Japan and Korea. J. Resour. Ecol. 2016 7(3) 170-179 doi: 10.5814/j.issn.1674-764x.2016.03.004

¹⁷⁶ Ibid, p.171

¹⁷⁷ Ibid, p. 176

The legal bases for the GIAHS programme

One of the main legal instruments supporting the implementation of the GIAHS programme on the international level is the International Treaty on Plant Genetic Resources for Food and Agriculture (FAO 2001), which has taken a multilateral approach reaffirming a common heritage approach to the list of crops covered by the pact¹⁷⁸. The Treaty recognizes the traditional knowledge of farmers and bases on the concept of farmers' rights originally developed in the International Undertaking on Plant Genetic Resources (FAO, 1989). In addition, the treaty is closely linked to the Convention on Biological Diversity, for sustainable agriculture and food security.

Thus, according to the Article 9 of the Treaty, the Contracting Parties should take measures to protect and promote Farmers' Rights, including *'protection of traditional knowledge relevant to plant genetic resources for food and agriculture; the right to equitably participate in sharing benefits arising from the utilization of plant genetic resources for food and agriculture; and the right to participate in making decisions, at the national level, on matters related to the conservation and sustainable use of plant genetic resources for food and agriculture'*.¹⁷⁹

The Article 10 of the Treaty, establishes the sovereign *'rights of States over their plant genetic resources for food and agriculture'* and their obligations *'to facilitate access to plant genetic resources for food and agriculture, and to share, in a fair and equitable way, the benefits arising from the utilization of these resources, on a complementary and mutually reinforcing basis.'*¹⁸⁰ Further, Article 13 stipulates the system of benefit-sharing in terms of both monetary and other benefits of commercialization, which secure the involvement of the private and public sectors¹⁸¹. Overall, the Contracting Parties has the following obligations: *'Conservation, exploration, collection, characterization, evaluation, and documentation of plant genetic resources for food and agriculture; sustainable use of plant genetic*

¹⁷⁸ Brush, S.B. (2005). The international treaty for plant genetic resources for food and agriculture. In Farmers' rights and protection of traditional agricultural knowledge. CAPRI Working paper n.36. International Food Policy Research Institute, 22 -25. Rf: <http://ebrary.ifpri.org/utills/getfile/collection/p15738coll2/id/125201/filename/125202.pdf>

¹⁷⁹ FAO (2009). Farmers' rights. International treaty on plant genetic resources for food and agriculture, art. 9.

¹⁸⁰ Ibid. Art.10.

¹⁸¹ Ibid. Art. 13.2 (c)

*resources; establishment of the national commitments and international cooperation; provision of technical assistance for developing countries*¹⁸².

Thus, the Treaty establishes the legal bases for the protection of farmers' rights and mechanisms for the protection of plant species in GIAHS sites. According to Brush (2005), the treaty '*does not give proper emphasis to the obligations of industrial countries and developing countries alike to support conservation of crop resources beyond funds raised in connection to commercializing improved crop varieties.*'¹⁸³ Still, this non-binding international tool gave an impetus to the recognition of the need to preserve the traditional agricultural knowledge and plants, eroding under the pressures of modernization.

1.4.2.1. Benefits and limits of the GIAHS programme

Overall, it appears that the system established by GIAHS has an innovative approach to heritage conservation. First of all, it approaches the agricultural landscapes as a system in the meaning that it does not establish the conceptual separation of intangible and tangible dimensions, but address agricultural landscape as an integral system. In addition, it considers the agricultural landscapes within a large system, including agro-biodiversity and human practices. Therefore, it does not focus on specific areas, requiring detailed identification of the territory in terms of square meters and buffer zones

At first hand, it focuses on the farmers and their traditional knowledge that allows the maintenance of these agricultural landscapes. Thus, it recognizes the agricultural landscapes as a living heritage, which needs 'dynamic conservation.' In other words, it recognizes the inevitability of continuous changes in agricultural landscapes, and therefore in principle, accepts these changes, which is quite different from the conventional heritage protection practices. However, it tends to privilege 'traditional' landscapes and 'traditional' people that appear to be 'boutique' agriculture rather than productive systems of real practical significance. Furthermore, it tends to downplay the topics of cultural value and identity while addressing agricultural landscapes within the broad 'heritage system.'

The principle established by GIAHS where the decision-making and monitoring rely only on the people is highly promising because it perfectly fits into the

¹⁸² See web site of FAO: <http://www.fao.org>

¹⁸³ Brush, S.B. (2005) *op.cit.*, p.33

international principles of public-participation praised by the international treaties and programs (e.g., ELC, Faro Convention). However, it is still difficult to evaluate to what extent the local actors and degree really make the decisions of influence. From the example of National Committees and NIAHS, we could see a risk that the decision on the designation and the monitoring of the GIAHS is becoming a top-down mechanism. The absence of a monitoring mechanism from the external bodies and this sort of passive participation of FAO in the destiny of GIAHS can be evaluated as a limit, rather than the benefit of the Programme. In terms of the geographical distribution of GIAHS sites, the register tends to privilege the single counties in the Asia and Pacific Region, which can be referred to as the dependence of the Programme from the extra-budgetary funds, for the moment deriving from a limited number of Member States.

Nevertheless, the register currently includes a vast diversity of the GIAHS in terms of cultivated crops and systems in general. This diversity largely contributed to the knowledge of the agricultural systems existing in the world and the consequent diversification of the human diet, which for the moment is limited to a certain number of crops (rice, maize, wheat). In addition, it is also focusing on the agricultural systems in the developing and under-developed countries. This could potentially tackle the problem of food shortage and to underline the diversity of the agricultural landscape in the globe.

Brandings or promotions of products are not the explicit purposes of the programme. However, it gives particular attention to food-based strategies. In some countries, such strategies have already brought tangible results in terms of the increase of the rural population and their income. However, it is essential to note that the success of the product-based strategy for the protection of agricultural landscapes relies only on the agility of the local stakeholders and member states. The increasing pressure of seasonal tourism, invading the rural communities and the landscapes, also depends on the strategies and the abilities of the national and local authorities to manage the service-based industry harmoniously with productive one. Thus, the main tangible results of GIAHS designation are those deriving from food-marketing, where the agricultural landscapes are regarded as foodscapes, rather than the cultural landscapes endowing the identity value of local communities. Thus, there is a risk of over-commodification of the agricultural landscapes. This strategic ambiguity is already reflecting in the perception of the GIAHS designation as a marketing tool for the promotion of local products, rather than the protection of cultural heritage.

Although the GIAHS programme has already had an influence on individual national agricultural policies, it doesn't have its legal instrument. For the moment, the international instrument which has the closest relevance for the program is non-binding Treaty on Plant Genetic Resources for Food and Agriculture.

Benefits	Limits
Systemic approach (agricultural landscapes are seen and approached as the systems)	Protection of 'traditional' landscapes and 'traditional' people
Focus on farmers and the agricultural at first hand	Absence of monitoring mechanism from an external body
Dynamic conservation	Prevalence of the site from Asia-Pacific Region
Diversity of GIAHS	Dependence from extra-budgetary funds
Focus on under-developed and developing countries	Increasing tourism pressure
Increased income through market promotion	Low legal basis
Generation of new income sources (e.g., tourism)	Focus on 'foodscape' rather than cultural/identity values of landscapes
Tangible results in terms of increase of the rural population and their income	Strategic ambiguity

Table 5. Benefits and limits of the FAO protection framework for agricultural landscapes.

1.5. Multifunctionality of agricultural landscapes

The multi-functional nature of agricultural landscapes implies many complexities and aspects to be considered while defining management and protection strategies. This refers to the multiplicity of values attributed to agricultural landscapes, as well as the interests and actors involved. In addition, there is an array of risk factors affecting agricultural landscapes.

1.5.1. The multiplicity of values attributed to agricultural landscapes

Identification and assessment of the values associated with heritage is a significant activity in every conservation and management effort. Nowadays, there are many models for the identification and assessment of cultural heritage

values in general.¹⁸⁴ However, there is no shared model for assessing the values of the multifunctional and dynamic heritage such as agricultural landscapes neither at the international nor at the national levels. In the literature and documents, it is possible to find some authors mentioning the values attributed to agricultural landscapes (see the table below). Such information is generally given without systematization and often with no farther argumentations.

Erickson (2003)	Antrop (2006)	Daugstad et al. (2006)	Briffaud et Davas (2012)	Castillo Ruiz (2013)	Agnoletti (2014)	Ferrario (2019)
Tangible	Heritage value	Environmental	Patrimoniale	Economico	Cultural	Economico- produttivo
Intangible	Biological -historical	Economic	Addition nées	Social	Natural	Valore di patrimonio
Economic	Cultural	Amenity value	Symbolique	Ecológico	Social	Scientifico
Cultural	Economic	Historic		Histórico	Ecologica l	Valore provocatorio
Natural	Immaterial values			Paisajístico	Economic	
Ecological	Unmonetized values			Técnico	Historical	
Aesthetic				Culturale		
Historical				Naturale		
Archaeological				Agronómico		

Table 6. The values associated with agrarian heritage and agricultural landscapes in the key literature.¹⁸⁵

¹⁸⁴ See Reigl (1902), Frey (1997), Burra Charter (1998), English Heritage (1997), Getty Conservation Institute (2002).

¹⁸⁵ The table is based on the analysis of the following publications of the cited authors: Erickson (2003). Agricultural Landscapes as World Heritage: Raised Field Agriculture in Bolivia and Peru. In *Managing Change: Sustainable Approaches to the Conservation of the Built Environment*. In: Teutonico J.M, and Matero F. (eds), Getty Conservation Institute, Los Angeles. 181-204.; Antrop, M. (2006). Sustainable landscapes: contradiction, fiction or

The identification and assessment of the values is an essential step in order, on the one hand, to assess the most suitable and sustainable methods of management; and, on the other hand, to justify the costs invested in the protection and valorization of agricultural landscapes. Thus, effective management *'requires efforts to strengthen the appreciation of the particular values of cultural landscapes among residents and users of the landscapes, and also among officials [...].'*¹⁸⁶ However, from the methodological side, assessment of values associated with agricultural landscapes is fraught with difficulties: *'What is perceived as culturally valuable, and by whom, varies in time and place'*.¹⁸⁷ The values are assigned to a specific property by a social process. Despite the fast pace of globalization, historical developments may have inspired different notions of traditional and heritage agricultural landscape. Consequently, it can be perceived differently according to the geographical, cultural contexts (e.g., time, country, education), as well as information available. Even within the same national context, values can be discerned differently depending on stakeholders. For instance, the values of the agricultural landscape, as assessed by a landowner/farmer, can be different from the values assigned by a tourist.

Overall, heritage values should not be seen as a calculable or objective element, since they cannot be *'objectively measured and broken down.'*¹⁸⁸ In the case of the agricultural landscape, the main difficulty in the assessment of its values stem

utopia? Landscape and Urban Planning 75, pp. 187–197; Daugstad, K., et al. (2006) Agriculture as an upholder of cultural heritage? Conceptualizations and value judgements—A Norwegian perspective in international context, *Journal of Rural Studies* 22, pp. 67–81; Briffaud S., Davaresse, B. (2012). *Du bon usage du passé des paysages. Récits paysagers et durabilité dans trois sites viticoles européens du patrimoine mondial* (Tokaj, Saint-Émilion, Cinque Terre). In Luginbühl Y., Terrasson D. *Paysage et développement durable*, Éditions Quæ, pp. 171–183; Castillo Ruiz, J (ed.). (2013) *Carta de Baeza sobre Patrimonio Agrario Sevilla: Universidad Internacional de Andalucía*; Agnoletti M. (2014) Rural landscape, nature conservation and culture: Some notes on research trends and management approaches from a (southern) European perspective. *Landscape and Urban Planning* 126, pp. 66–73; Ferrario, V. (2019). *Lettura geografiche di un paesaggio storico. La coltura promiscua della vite nel Veneto*. Cierre edizioni, p. 304.

¹⁸⁶ Stovel H. (1998) Risk Preparedness: A Management Manual for World Cultural Heritage, ICCROM, Rome, p.33

¹⁸⁷ Merryman J. H. (1989). The Public Interest in Cultural Property, 77 Cal. L. Rev. p. 342.

¹⁸⁸ Mason R. (2002) Assessing Values in Conservation Planning: Methodological Issues and Choices, Research Report From the Getty Conservation Institute, ed. by De la Torre M., Los Angeles, p.5.

from its complex nature.¹⁸⁹ We have to consider that the agricultural landscape integrates not only the natural and human realm. They are at the interface of the so-called perception-based or cognitive dimension. This multivalence is an essential quality of the agricultural landscape, logically suggests a pluralistic, eclectic approach to value assessment. Before listing and explaining the values of agricultural landscapes, it is essential to note that this list does not include the cultural value generally attributed to the cultural heritage. The concept of culture is too broad and all elements (tangible, intangible) falling within the definition of agricultural landscapes already have, at least implicitly, a 'cultural value.' The other values attributed to agricultural landscapes are highly correlated between them and can be classified as following¹⁹⁰:

Aesthetic value (including artistic and scenic values). It is one of the most debated values of the *World Heritage Convention*. The description of the criterion (vii) for the assessment of *Outstanding Universal Value* states that WH Cultural Landscapes must 'contain superlative natural phenomena or areas of exceptional natural beauty and aesthetic importance'.¹⁹¹ Here we can observe two distinct ideas: first, 'superlative natural phenomena', which in practice can often be objectively measured and assessed (for example, the deepest canyon, the highest mountain, the most extensive cave system, the highest waterfall.) and second, 'exceptional natural beauty and aesthetic importance' is harder to assess.¹⁹² Another

¹⁸⁹By complex nature of agricultural landscape the author means its *multifunctionality* which involves the competing interest from various sectors, as well as its *multidimensionality* - material, immaterial, natural, cultural dimensions, and some of them can overlap or compete

¹⁹⁰ The present value system is developed by the author in order to help to be better understand the concept of agricultural landscape. The value typologies for agricultural landscapes were composed in light of a review of published literature on heritage and landscape values, international legislative documents and rural development programs. Therefore, it is possible that other authors have used similar concepts, but giving them different meanings or without specifying their scope.

¹⁹¹ UNESCO (July 2017), op. cit., II.D - *Criteria for the assessment of outstanding universal value*.

¹⁹² To understand this ambiguity, we can take a look at one of the descriptions of cultural landscapes presented in UNESCO lists. For example, the pastoral landscape of Mon Perdu located in Pyrénées mountains is listed as UNESCO Cultural Landscape according to criterion (vii), which states: "The property is an exceptional landscape with meadows, lakes, caves, mountains, and forests. In addition, the region is of great interest for science and conservation, possessing a panoply of geological, panoramic, faunistic and floristic elements that make it one of the most important Alpine protected areas in Europe". Here

internationally accepted legal text, the Burra Charter gives a more comprehensive explanation of what is aesthetic value: ‘*Aesthetic value refers to the sensory and perceptual experience of a place — that is, how we respond to visual and non-visual aspects such as sounds, smells and other factors having a strong impact on human thoughts, feelings, and attitudes. Aesthetic qualities may include the concept of beauty and formal aesthetic ideals. Expressions of aesthetics are culturally influenced.*’¹⁹³ Thus, it defines aesthetic value as something that causes particular sensory and perceptual experiences on the human being, which can be expressed through human thoughts, attitudes, and feelings. It also recognizes that the expression of aesthetic cannot be perceived in the same way all around the world.

Similarly, the European Landscape Convention sees the landscape as a segment of visual human perception defining it as ‘*an area, as perceived by people, whose character is the result of the action and interaction of natural or human factors*’¹⁹⁴. Thus, the Convention deliberately avoids the words of aesthetics or beauty, highlighting that the landscape is a result of the cognitive function of the human brain. According to ELC, even mundane landscapes without exceptional beauty are valuable and worthy of protection. Nevertheless, it is clear that we cannot and do not need to protect everything. Therefore, *how should we evaluate the aesthetic value of agricultural landscapes? Is there some objective or subjective reasons behind the protection of agricultural landscapes?*

Kant, in its *Critique of Judgment*, argues that aesthetic judgment is purely subjective, and this is what distinguishes it as a mental faculty from reason and understanding.¹⁹⁵ In other words, cognitive mental faculties are interested in concepts and criteria, whereas aesthetic judgment works with feelings, and it does not try to generate any concepts. Kant found that the aesthetic experience is the mind’s representation of the object and, experienced with disinterest, is pure and is wholly subjective, without an ideal. At the same time, without cognitive determination is universal and common to all who experience it. We can note that WHC mostly follows the idea of Kant with its *universality* and *subjectivism*, whereas ELC is the direct expression of EU strategies related to local development. It is aimed to encourage and support

there is no explanation of why it is exceptional and why it is better than other parts of Pyrénées mountains, which might also have lakes, caves, meadows.

¹⁹³ ICOMOS Australia (2013b). The Burra Charter, Practice Note *Understanding and assessing cultural significance*, p.3

¹⁹⁴ Council of Europe (2000). European Landscape Convention. European Treaty Series No. 176, art. 1

¹⁹⁵ Kant’ *Critique of Judgment*, translation: Bernard J.H. (1914). Second Edition, London.

local development and rural revitalization initiatives rather than to protect just exceptional 'sites.' Thus, we have to consider that different aims of these legislative tools bring to different value assessment approaches.

Nonetheless, when we speak about cultural heritage, the choice is inevitable. We have to select what is worthy of preservation for the future generation and what is not. Therefore, the aesthetic value will remain to be an essential selection criterion. To this end, aesthetic value of agricultural landscape should be better explained and scoped by some objective characteristics such as the integrity¹⁹⁶ of the landscape, the visibility¹⁹⁷ of all substantial elements composing the landscape and its diversity¹⁹⁸, the originality in combination of geophysical forms and type of crops, harmonious combination¹⁹⁹ of agricultural landscape with other productive activities of the area.

Economic value (including monetary and non-monetary added values). In economic terms, the agricultural landscape is a complex good. On the one hand, landscape, is a non-traded good, as its monetary value cannot be observed. On the other hand, it is involved in the production of public commodities like food and fiber, where the direct use value can be estimated by calculation of investments made by the farmer (e.g., the costs of maintaining agricultural landscapes) and the market price of the goods. In addition, the agricultural landscape is the public good produced by agricultural activities. As such it confers public benefits such as biodiversity, food security, recreation and other societal values. Therefore, most of the outputs produced by agricultural landscapes convey the characteristics of public goods such as *non-excludability* and *non-rivalry*²⁰⁰ in consumption. The agricultural landscape is non-excludable, because generally a passerby is excluded from seeing and enjoying it. They are also non-rival because

¹⁹⁶ The meaning of the word integrity is wholeness, completeness, unimpaired or uncorrupted condition, continuation of traditional uses and social fabric.

¹⁹⁷ The agricultural landscape and all its substantial elements (farm houses, vernacular architecture, castles, wind-mills) should be clearly visible to the public and not covered by high fences, for example.

¹⁹⁸ For example, the agricultural landscapes composed by vineyards, castle, farm houses and church generally appear to be more pleasing to the eye of the viewer than the agricultural landscapes composed just of vineyards and farm houses, or heterogeneous landscapes of agricultural intensification.

¹⁹⁹ If the other productive activities (e.g., mining, factories) are part of the panorama, the agricultural landscape may lose its aesthetic value.

²⁰⁰ For definitions of public goods see Mas-Colell, Whinston & Green (1995). *Microeconomic Theory*, Oxford University Press.

new visitors do not necessarily reduce the availability of agricultural landscape to visitors who already enjoy it. According to the experts, the status of 'public good' of non-marketed agricultural outputs leads to market failure, because the market is often inefficient at delivering an optimal production level, allocation, and distribution of public agricultural goods to society²⁰¹. Market failure has motivated governments of many developed countries to draft support programmes aiming to improve the provision of public goods provided by agricultural landscapes. Since the 1990s, in the EU, there has been a significant shift in this direction. This shift can be observed in the CAP measures for the maintenance of environment, landscapes, and other societal benefits of agricultural activities. Thus, instead of supporting commodity prices, CAP has been redirected to integrate environmental aspects into the agricultural support programmes. Furthermore, different measures have been introduced in order to give incentives to farmers to reduce farming practices, which may harm biodiversity and rural landscape²⁰², including cross-compliance and agri-environmental schemes, and payments for less favored areas.

The economic value of 'working' agricultural landscapes mostly can be seen from two perspectives. First is related to the direct use of agricultural landscapes (traditional good production) generating monetary value. It is usually the primary income source of rural communities helping to avoid emigration of the local population, keeping the vitality of rural zones, and decreasing poverty in urban areas. Thus, by contributing to the food and livelihood security of local communities and being the principal upholders of rural economies, they also generate non-monetary added value. Second, there are additional environmental and social benefits (e.g., recreation, education) provided by agricultural landscapes, which produce economic benefits mainly through touristic activities, so-called 'cultural economy'. Both perspectives are tightly linked, and therefore the estimation of the overall economic value provided by agricultural landscape is a complex process.²⁰³

Environmental value. The 'environmental value' may fit better into the framework of natural rather than cultural heritage values. However, the multifunctional

²⁰¹ Ciaian, P. and Gomez y Paloma, S. (2011) The Value of EU Agricultural Landscape, JRS Scientific and Technical Reports, Luxembourg: Publications Office of the EU, p.9

²⁰² Ibid.

²⁰³ A more detailed analysis on the economic value of cultural heritage and valuation technics is provided by The Getty Conservation Institute (2002). Research Report Assessing the Values of Cultural Heritage, ed. by Marta de la Torre, Los Angeles, 53-58

nature of the agricultural landscape does not allow to overlook its environmental values for society. Thus, *'beyond its primary function of supplying food and fiber, the agricultural activity can also provide environmental benefits such as land conservation, the sustainable management of renewable natural resources, and the preservation of biodiversity'*.²⁰⁴ The fact that industrial agriculture is one of the greatest contaminators of our planet does not obliterate the environmental benefits of *sustainable*²⁰⁵ agriculture, such as the development of wide variety of habitats, including a mosaic of woodlands, wetlands, and extensive tracts of open countryside. Therefore, such agricultural landscapes help to sustain global agrobiodiversity.²⁰⁶

However, the conviction that such agricultural landscapes may have little or no value to individual landowners is still present. Indeed, many of these goods and services may be a minor output of any one parcel of land. However, when aggregated across a landscape, they largely contribute to the overall production of environmental services. Furthermore, the global demand for food is undoubtedly increasing, given both the growth in the global population and the change in demand for food as wealth increases.²⁰⁷ Therefore, the diversity of agricultural practices is essential for the future adaptation and resilience of global human life. Consequently, agricultural landscapes will always remain critical resources both for the future of human society and the world environment.

Recreational value (quality of life value). Increasing urbanization worldwide is changing the relationship between society and the land. The rural zones, including the agricultural landscape, are now gaining more recognition as a resource for the quality of life in all metropolitan areas of the world. Above-

²⁰⁴ OECD (2001). Multifunctionality, towards analytical framework, p.5

²⁰⁵ According to OECD (2001, p.6): *'sustainability refers to the use of resources, human, natural and man-made, in ways that allow current generations to satisfy their needs without jeopardising the capacity of future generations to meet theirs. As such, sustainability is a resource-oriented, long-term and global concept'*.

²⁰⁶ Agricultural biodiversity is defined FAO as: *'The variety and variability of animals, plants and micro-organisms that are used directly or indirectly for food and agriculture, including crops, livestock, forestry and fisheries. It comprises the diversity of genetic resources (varieties, breeds) and species used for food, fodder, fibre, fuel and pharmaceuticals. It also includes the diversity of non-harvested species that support production (soil micro-organisms, predators, pollinators), and those in the wider environment that support agro-ecosystems (agricultural, pastoral, forest and aquatic) as well as the diversity of the agro-ecosystems'*.

²⁰⁷ Godfray et al. (2010); Foresight (2011); Tilman et al. (2011a).

discussed environmental benefits significantly contribute to the recreational value of agricultural landscapes. That is because the quality of life is generally measured through recreation, food quality and quantity, water and clean air, friendly social relationships, diversity, and accessibility of heritage assets – briefly healthy environment. The University of Stockholm conducted an interesting study on the assessment of the recreational value of agricultural landscapes. To assess the recreational value of Swedish agricultural landscapes, they used a quantitative *Landscape Heterogeneity Index (LHI)*. As a result, it was identified that the recreational value is positively correlated to the heterogeneity of agricultural landscape. The correlation between recreational value and landscape heterogeneity was statistically significant for all user groups (tourists, local communities) except farmers. Thus, we can see that the assessment of recreation value may differ depending on actors.²⁰⁸

Tourism is the primary tool generating economic income out of the recreational value. Nowadays, the types of tourism associated with agricultural landscapes go under a large variety of names, including *rural tourism*, *green tourism*, *agritourism*, *farm-based tourism*, *eco-tourism*. These forms of recreational activities are normally considered to be environmentally friendly as compared to other types of tourist activities. Through the socio-economic benefits, such as infrastructure and increase of employment rate, this service-based industry is the primary tool enhancing the recreational value of agricultural landscapes.

Historic value (including documentary and archeological values). According to Riegl, ‘all human activity and all human fate of which we have evidence or knowledge may claim historical value’²⁰⁹. The Burra Charter confirms, ‘a place may have historic value because it has influenced, or has been influenced by, a historic event, phase, movement or activity, person or group of people.’²¹⁰ Thus, among the cultural heritage values, the historical value is the most comprehensive one, because it is at the root of the very notion of heritage. However, agricultural landscapes are atypical historical monuments. They are the result of continuous changes in land use technics and practices, traditions and meanings – ‘they are the product of many generations of farmers applying their indigenous knowledge and technology to what are

²⁰⁸ To get more information about the study of recreational value of agricultural landscapes see Hahn, T. (2017) Landscape heterogeneity correlates with recreational values: a case study from Swedish agricultural landscapes and implications for policy, *Landscape Research*, pp. 1-12

²⁰⁹ Riegl A. (1928) *Gesammelte Aufsätze*, Augsburg, Vienna. Translated by Bruckner K. and Williams K. *The Modern Cults of Monuments: Its Essence and its Development*, p.70

²¹⁰ ICOMOS Australia (2013b), *op. cit.*, p.3

often considered marginal lands'.²¹¹ That is why what historians and archeologists are used to do with historical monuments – 'to select a particular moment from the developmental history of the past and to place it before our eyes as if it were part of the present'²¹² does not work in the case of 'active' agricultural landscapes. Lifestyles of present and past local communities are embedded in the agricultural landscape through technology, land tenure, social organization reflected in physical patterning (field morphology, vernacular architecture, water and road networks, irrigation systems, stone walls, and other field boundary markers). Therefore, it does not make sense to pick just one historical period and manage the land use *in facsimile* with past practices, since the context is changed. For example, the agricultural landscape of the Lake Titicaca in the territory of present-day Peru and Bolivia developed during the pre-Columbian time.²¹³ If we pick just pre-Columbian time and manage the landscape precisely in the same way, it is highly questionable that the agricultural practices will be sustainable because the overall context (including sociocultural and economic) has changed several times. Although agricultural landscapes may have historic value, they decisively diverge from other historical monuments in regards to preservation. Historic value of the agricultural landscape is in its storytelling capacity and its function as a 'living document' important both for research and for the sense of belonging that it creates in the local community.

Scientific value (including research and educative values). According to the practice note to the Burra Charter, 'scientific value refers to the information content of a place and its ability to reveal more about an aspect of the past through examination or investigation of the place, including the use of archaeological techniques.'²¹⁴ However, the degree of scientific value also highly depends on the rarity, quality, and representativeness of the assessed landscape, its potential to contribute further information about the area, as well as the significance of the landscapes to address important research questions. Thus, the scientific value of agricultural landscapes is the value connected to the discoveries generated by the analysis of the agricultural landscapes in various disciplines such as archaeology, anthropology, ethnology, agronomy, ecology, and history. Think of the research on 'ingenious adaptive technology and management systems of natural resources,

²¹¹ Erickson (2003), *op.cit.*, p.183

²¹² Riegl A. (1928), *op.cit.*, p. 77.

²¹³ To get more information about Raised Field Agriculture in the Lake Titicaca Basin see Clark L. Erickson (2003), *op. cit.*, pp. 181-204.

²¹⁴ ICOMOS Australia (2013b), *opt. cit.*, p.3

including biota, land, water, which have supported agricultural activities'.²¹⁵ Within the anthropologic and historical research activities, the transmission of indigenous practices and techniques of agricultural land-use is widely used in the ecomuseology approach. For example, *Ecomuseo Dei Terrazzamenti E Della Vite* in the Piedmont of Italy actively involves local volunteer-farmers to transmit their knowledge to the children.²¹⁶ Thus, understanding historical land-use practices and their transmission to future generations, help to maintain local and invaluable traditional knowledge and practices.

Identity value (including symbolic and spiritual values). Identity value can be defined as the emotional ties of society to the agricultural landscape. It may include features such as age, tradition, continuity, memorial, legendary, wonder, sentiment, spiritual, religious, and symbolic, political, patriotic, and nationalistic.²¹⁷ Forms of worship, traditional costumes, festivals, architectural styles, culinary traditions, art forms are significant elements forming people's sense of belonging to a specific cultural group. That is because '*modern viewers, rather than the works themselves by virtue of their original propose, assign meaning and significance to a monument*'.²¹⁸

Therefore, by being the visible result of social practices and activities, agricultural landscapes constitute an important instrument attaching people to a specific place. Antrop (2000) argues that '*each traditional landscape expresses a unique sense or spirit of place - genius loci - that helps to define its identity*'.²¹⁹ Thus, identity is critical to a sense of place because it '*knits people together in shared language groups, territorial collectivities, collective action groups, communities, and households*'.²²⁰ Given the current trend of globalization, agricultural landscapes foster a shared sense that distinguishes one community of farmers from the "outsiders" (e.g., tourists, other communities), thus helping to keep the uniqueness of each 'place' and tradition.

²¹⁵ FAO. Globally Important Agricultural Heritage Systems (GIAHS). Informational package. Rf: <http://www.fao.org/3/a-bp772e.pdf>

²¹⁶ For more information about the ecomuseum see Murtas, D., Davis, P. (2013). The Role of The Ecomuseo Dei Terrazzamenti E Della Vite, (Cortemilia, Italy) in Community Development, Museums and Society 7, 3: pp. 150-186

²¹⁷ Feilden B.M. and Jokilehto J. (1998) Management Guidelines for World Cultural Heritage Sites, ICCROM, p.6

²¹⁸ Riegl A (1928), *op.cit.*, p.70

²¹⁹ Antrop, M. (2000). Where are the Genii Loci? In B. Pedroli (Ed.), Landscape — Our Home. Lebensraum Landschaft, pp. 29–34

²²⁰ FAO, GIAHS, p.32. Rf: <http://www.fao.org/3/a-bp772e.pdf>

According to Relph (1976), 'identity of a place is comprised of three interrelated components, each irreducible to the other - physical features or appearance, observable activities and functions, and meaning of symbols'²²¹ (fig., 21). If we apply this concept of 'place identity' to the agricultural landscape, we can presume that both tangible (e.g., physical component) and intangible (e.g., practices) dimensions or are strictly co-related with place meaning ascribed by local communities. Thus, by providing a connection between physical components, land use experiences, and meanings are given by local populations, agricultural landscapes become places of cultural significance which enrich people's sense of identity. The rural communities linked to agricultural landscapes through a strong sense of identity have more chances to keep the vitality of landscape. That is because the identity value may prevent the massive emigration of rural populations to urban areas. Consequently, agricultural landscapes become the vectors of cultural and social values contributing to create and enhance the local identity.²²² The identity value of agricultural landscapes primarily concerns the local communities. The common sense of belonging or the sense of 'property' that they endow to agricultural landscape is what makes its cultural heritage.

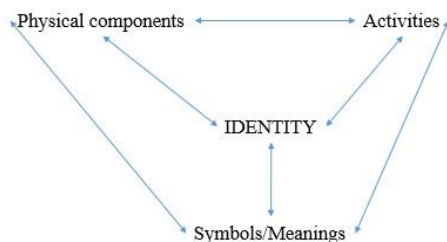


Figure 21. Place identity and its components after Relph (1976).²²³

To sum up, the values generally assigned to agricultural landscapes are aesthetic, economic, environmental, recreational, historical, scientific, and identity values. We saw that the interactions among these values are complex because they are interdependent and add value to each other. The Burra Charter also outlines the

²²¹ Relph E. (1976). Place and Placelessness, London: Pion, p.61

²²² On the topic of nationhood and landscapes feeling see Lowenhtal D. (1994). European and English Landscapes as a National Symbols, Geography and National Identity, ed. Hooson, Oxford/Cambridge, pp. 15-38

²²³ From Taylor K. (2008). Landscape and Memory: cultural landscapes, intangible values and some thoughts on Asia, p.5

complexity of the relations and states, 'co-existence of cultural values should always be recognized, respected and encouraged. This is especially important in cases where they conflict'.²²⁴ Thus, managers of agricultural landscapes should identify and take into consideration all aspects of cultural and natural significance without unwarranted emphasis on any one value at the expense of others. Furthermore, a cautious approach is needed, as an understanding of cultural values may change through time. Figure below demonstrates the relationships among the values associated with agricultural landscapes in the schematic order.

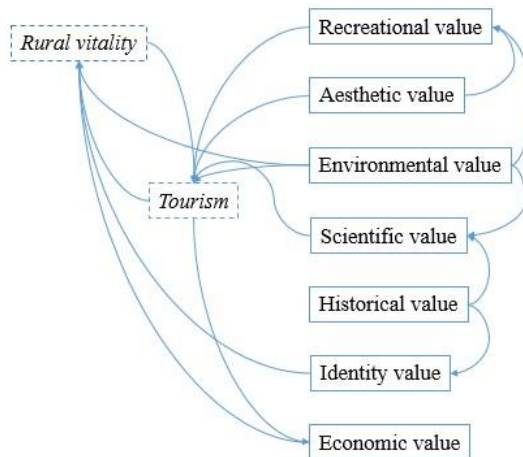


Figure 22. A schematic representation of the relations between the values associated with agricultural landscapes.²²⁵

In this schema, we can observe that tourism and rural vitality appear to be essential nexuses integrating all agricultural landscape values. While the subjectivity and contingency of heritage values make it difficult to establish a clear framework or even a nomenclature of values associated with the heritage of agricultural landscape, such a framework is what is needed to facilitate the assessment and integration of different heritage values in conservation planning and management. These values highlight the importance of agricultural landscape and justify the investments allocated for the protection of its cultural dimension. Therefore, despite the complexity to empirically assess them, their evaluation is a core step in the process of management of agricultural landscapes.

²²⁴ ICOMOS (2013), op. cit., art.13.

²²⁵ Author's elaboration

1.5.2. Risk factors affecting agricultural landscapes

Identification, monitoring, and management of risks are at the core of cultural heritage conservation strategies. However, if, in the case of the other heritage categories (e.g., architecture, paintings), this process is limited to the risks affecting the fabric of the heritage, in the case of the agricultural landscape, and cultural landscapes in general, the importance of this process covers much broader scope. That is because, in agricultural landscapes, the risks impinge not only on the physical dimension of these heritage properties but also on their social and ecological structures. Therefore, awareness of the risk factors that may put in danger agricultural landscapes is essential for any management plan. This paragraph is objected to provide a systematic list of the principal risk factors affecting agricultural landscapes and to propose a framework for the assessment of the risks. However, before starting to list them, we need to understand what 'risk' means in the field of heritage conservation.

One of the earliest and commonly used definitions of risk is given by Stovel (1998)²²⁶, who claimed that the risk is *'the degree to which loss is likely to occur, as a function of the nature of particular threats in relation to particular physical circumstances and time.'*²²⁷ Or, Risk = Hazard x Vulnerability. Where a hazard is *'a particular threat or source of potential damage (fire, floods, earthquakes are types of threat)'* and vulnerability is *'an estimation of the level of loss associated with particular hazards'*.²²⁸ If we apply this definition to the management of agricultural landscapes, the risk will be understood as the product of natural or human-related hazards and the degree of landscape resilience. There are two different kinds of risk factors that may cause threats to agricultural landscapes: one is natural (e.g., floods, fires, low precipitations, earthquakes, cyclones) and other is human-caused factors, whose *'frequency and intensity has increased recently due to the impact of global climate change, as well as social, economic and political changes'*.²²⁹

Nature-caused risk factors. Immovable cultural heritage, such as agricultural landscape, is by its site-specific nature particularly endangered by natural disasters. As compared to movable heritage objects, agricultural landscapes have

²²⁶ Matiz López, P.J. (2016). Integrated Risk Assessment for Cultural Heritage Sites: a holistic support tool for decision-making, PhD thesis, XXVI Cycle IMT Lucca, p.42

²²⁷ Stovel, (1998), *op. cit.*, p.7

²²⁸ Ibid.

²²⁹ ICOMOS (2014). Tangible Risks, Intangible Opportunities: Long-term Risk Preparedness and Responses for Threats to Cultural Heritage, Proceedings of the ICOMOS Scientific Symposium, 31 Oct 2012 Beijing, p.1

no chance to 'escape' from natural disasters. Therefore, the question of prevention and mitigation of nature-caused risk factors is of particular importance in the case of immovable cultural properties. Among the most frequent nature caused risks for agricultural landscapes are *floods, fires, low precipitations, earthquakes, landslides, and cyclones*. However, taking into account global climate change, which increases the risk of flooding and the fact that agricultural landscapes, as a rule, are located in the vicinity of water resources, this type of cultural property are particularly vulnerable to flooding.

One of the representative examples of the nature-caused disasters affected heritage agricultural landscape in Europe has occurred in the World Heritage (WH) property '*Portovenere, Cinque Terre, and the Islands (Palmaria, Tino and Tinetto*)'²³⁰. Apart from the historic urban and marine environment, the disastrous flood and landslides in 2011 have affected the most peculiar feature of the dry-stone terraces (*it., muro a secco*) developed throughout the centuries as a response to the complexity of the local terrain. Since then the WH site has been rehabilitated helps to effort of local community, regional and communitarian funds. However, would it work with a regular agricultural landscape?

Cortemilia is a small town once renowned for high-quality agricultural produce. At the turn of the XX century, the area was heavily polluted by a chemical factory and further impacted by a terrible flood that has '*emphasized the fragility of a cultural landscape that had lost its purpose*'²³¹. The local administration has chosen the ecomuseum philosophy to cope with the socio-structural issues present in the area. Such an approach has enabled the local community to re-identify their 'sense of place' and rekindle pride in their territory.

Human-caused risk factors. The first human-caused risk factor affecting the agricultural landscapes is the *industrialization of agriculture* or so-called *agricultural intensification*. During several decades after the Second World War, agricultural intensification has been seen as the primary tool to fight against the food shortage and poverty all around the World. Unfortunately, even today, increasing the human population and the global food market requires industrialized food production. The intensification of agricultural land use activities often results in the reduction of landscape diversity due to the simplification of farmland structures and land use patterns, reductions in cropping diversity, the removal of stone walls, trees, hedges, ponds and other

²³⁰ The landscape is inscribed in the World Heritage List in 1997. UNESCO (1997). *Decision 36 COM 7B.77*.

²³¹ For more information on the case of Cortemilia see Murtas, D., Davis, P. (2013), *op. cit.*

landscape features that pose obstacles to mechanization, new cultivation or ditching, draining and closing of watercourses, as well as appearance of industrial-type farm buildings.²³²

Increasing environmental consequences have motivated many governments to design new policy instruments in order to overcome the effects of intensified agriculture. Since 1992, the CAP of EU has progressively been adapted to serve the aims of sustainability, including environmental protection better. This development became manifest in a reform process designed to moving from price and production support to a policy of direct income aid and rural development measures. Today making the CAP compatible with market requirements goes hand in hand with environmental integration with the latter being reflected via four types of measures: *'Measures targeted towards objectives such as market stability or income support having positive secondary effects on the environment or contributing to maintaining environmentally beneficial structures or types of farming (e.g., LFA payments); measures targeted towards objectives such as income support, designed to contribute to the enforcement of mandatory environmental requirements and the polluter pays principle' (e.g., decoupled payments in combination with cross-compliance); 'measures targeted towards encouraging the provision of environmental services voluntarily (agri-environment measures); measures targeted towards facilitating compliance with compulsory environmental requirements (e.g., "meeting standards" measure) or compensate the relative economic disadvantage resulting from a region-specific pattern of environmental requirements (e.g., Natura 2000 and Water Framework Directive)'.*²³³

Nowadays, industrialized agriculture is mainly the issue of the developing countries. The agriculture remains to be the leading provider of global food security while harming environment. The common issues of industrialized agriculture are non-adapted technologies impacting the cultural and environmental value of agricultural landscapes; growth of monoculture; use of pesticides; simplification of the landscape; introduction of new crop varieties brings; soil erosion;²³⁴ change of biodiversity; and extensive consumption of

²³² OECD (2001), *op. cit.*, p.42

²³³ See the on-line source: https://ec.europa.eu/agriculture/envir/biodiv_en

²³⁴ One example in this discourse is the Soviet crop expansion project of the 1950th, also known as *Tselina*. This state campaign was directed to reduce food shortage during the post-war period, using intensive cropping practices, which consequently caused wind and water erosion and have led to severe soil degradations, which nowadays still having an impact on the local ecological situation. Besides the ecological treats, it also socio-economic issues. Thus, soviet technological change in the form of large-scale collective field

water.²³⁵ Invasion of new, not adaptive technologies into traditional agricultural systems is one of the main ways of how agricultural intensification causes irreversible changes.

In addition to '*introduction of new crop varieties, overexploitation of wild resources, overfishing, highly consumptive food practices with considerable waste*',²³⁶ the intensification of agriculture also brings to the gradual disappearance of traditional skills, crafts, and cultural practices, putting living aspects of heritage at risk, and rendering these changes irreversible. Local communities in developing countries are losing control over their traditional land management systems. They are being eroded and increasingly replaced by alien systems, which in many cases, prove to be ineffective in reducing risks affecting local communities. Consequently, the lifestyles of small-holder farmers whose income depend upon local ecosystems disrupts.

The second risk factor is the *expansive industrialization*. The vicinity of mining industries and agricultural landscapes can cause several problems. In 2015, during an industrial incident that has occurred in *Minas Gerais*, the mining region in south-east of Brazil, considerable concentrations of toxic elements have penetrated the soil, groundwater, and rivers, putting in dangers surrounding cattle raising and agricultural activities, and the environmental quality in general.²³⁷ In addition to physical damages, industrialization also brings the loss of traditional skills and land-use practices through the extraction of labor from the agricultural sector and causing radical changes in the socio-economic

modification, the introduction of mechanized farming, social and ethnic resettlement introduced fundamentally new structure into the practical lives and social networks of the rural population in the North of Kazakhstan, Western Siberia. This system failed, and the abrupt introduction of new economic policies in the early 1990th left a financial and productive vacuum in the rural sector. Therefore, the rural population was left with little state support, and the rural underclass resigned themselves to their future as urban workers.

²³⁵ An example of the extensive water consumption is the *Aral Sea* basin, where irrigation has dramatically changed the water distribution and caused severe environmental issues, rendering the sea one of the most environmentally vulnerable regions to climate change and human activities (including agriculture).

²³⁶ P. Koohafkan, M. A. Altieri. (2011)., *op.cit.*, p.39

²³⁷ A dam holding residue from an iron ore mine has burst and affected not only the surrounding territory including the agricultural landscape, but also the aquatic environment. For the current situation in Minas Gerais see the web site of the Latin America Bureau: <https://lab.org.uk/after-the-flood-two-years-on-from-the-fundao-tailings-dam-disaster/>.

structure of rural areas. The shift from agriculture to the industry-based economy also concerns mainly developing countries.

The third human-caused risk factor is *urban expansion* causing agricultural landscape 'extensification' (or shrinkage). As a rule, the peri-urban areas are most vulnerable for such changes, while the resilience of urban and peri-urban agricultural landscapes depends on the local urban planning and heritage policies. Particularly in the developing countries experiencing an industrial boom and rapid urbanization like China, the urban sprawl seems to cause irreversible changes in the peri-urban agricultural landscapes. The small family farms inhabiting these areas are obliged to reduce their activities due to the reduction of pastures replaced by new industries, residential buildings, or commercial centres. Besides, 'extensification' taking place in more remote areas leads to abandonment of farms, dilapidation of farmhouses, overgrowing, thus removing story telling elements of agricultural landscapes.

In the countries where heritage and urban planning policies do not recognize the cultural dimension of agricultural landscapes, the loss of the physical elements of agricultural landscapes including stone terraces, irrigation channels, associated vernacular architecture, is inevitable. Such heritage components at high risk, *'do not come under the official definition of heritage in many countries due to the inappropriate heritage policies, which are still monument-centered and do not integrate heritage needs in urban and regional planning programs and policies, especially with regards to preparation for impending disaster situations'*.²³⁸ Nevertheless, many countries have recognized not only significant economic, but also social and environmental functions of the peri-urban and urban agriculture. Such landscapes play a fundamental role in territorial planning, because they restrict the unlimited growth of cities and 'humanize' the urban environment. Moreover, they act as a green lung for large cities, increasing biological diversity.

Besides, there are *market distortions* causing unemployment in rural areas. Consequently, these areas became vulnerable to structural and social change in the society, including the increase of criminality, leading to an outflow of the rural populations to urbanized zones. The rural land abandonment, in its turn, leads to degradation of landscape values, reforestation, overgrowth of meadows, and an increase of brownfields, abandoned farms, and vernacular habitat. It

²³⁸ Jigyasu R. (2005). Towards developing methodology for integrated risk management of cultural heritage sites and their settings. In 15th ICOMOS General Assembly and International Symposium: 'Monuments and sites in their setting ...', Oct 2005, Xi'an, p.2

Italy, a specific policy instruments (Italian Law on Forest) foresees the measures for revitalization of abandoned agricultural landscapes.²³⁹

Another human-caused risk is *geopolitical transformations* that can bring irreversible damages to agricultural landscapes. For example, the cultural landscape '*Land of olives and vines*' in Southern Jerusalem was submitted by Palestine as an emergency nomination for UNESCO World Heritage. The Committee has approved the inscription of the site as the property on the List of World Heritage in Danger and found that '*the landscape had become vulnerable under the impact of socio-cultural and geo-political transformations that could bring irreversible damage to its authenticity and integrity, citing the start of construction of a separation wall that may isolate farmers from fields they have cultivated for centuries*'.²⁴⁰

Overall, four main consequences are deriving from the risk factors mentioned above. Thus, the loss of the cultural dimension of the agricultural landscape (its cultural significance) may occur through *abandonment, radical change, stagnation, and disappearance*. However, if the total disappearance of agricultural landscapes is the consequence of so-called nature-caused factors (e.g., floods, cyclones, earthquakes), the other three consequences are generally caused by human activities such as urban expansion, industrialization, agricultural intensification, as well as the lack of recognition reflected through unappropriated heritage policies. The *abandonment* of agricultural landscapes may be caused by market distortion leading to the vacuum in the agricultural sector, *unemployment*, and emigration of rural population to urbanized zones. While market volatility can fit into the category of 'hazardous' situations because, like in *nature-caused risk factors*, the possibility of risk mitigation is very low. Abandonment of agricultural landscapes can also be caused by *urban expansion*, leading to the shrinkage of open spaces used for pastures and other land use activities. Lack of terrain for agricultural activities obliges farmers to abandon land-use practices and become urban workers. Consequently, deforestation takes place in the abandoned agricultural landscape, hence putting at risk its cultural dimension.

The *radical change* in agricultural landscapes is also the outcome of human activities. As was discussed previously, urban sprawl, industrialization, and agricultural intensification cause soil erosion, loss of important agro-

²³⁹ Art. 26, Decreto Legislativo n. 4940 'Restauro del paesaggio storico in aree boscate'. Modifiche alla legge forestale n.227 del 2001.

²⁴⁰ UNESCO (June 2014). 'Palestine: Land of Olives and Vines - Cultural Landscape of Southern Jerusalem, Battir, inscribed on World Heritage List and on List of World Heritage in Danger', Rf: <http://whc.unesco.org/en/news/1154/>, [accessed 05.02.2018]

biodiversity, water, and air pollution, therefore, contributing to global climate change. Besides the radical changes of the physical structure of agricultural landscapes (e.g., simplification of the landscape through monocultures), nature-caused risk factors are being considered as the outcome of the climate change. Urban expansion and industrialization may destroy the *tangible elements* leading to the radical changes in the appearance of agricultural landscapes and the loss of its aesthetic values. In most of the cases, such consequences are the result of *inappropriate heritage policies*. The introduction of new technologies may simplify the production process; they usually bring considerable changes in the aesthetic and perceptual integrity of the agricultural landscapes. Therefore, the limits of acceptable changes in land use and agricultural production should be defined.

The main challenge in the case of agricultural landscapes is to manage the production activities ‘so that the cultural heritage values in the landscape are not lost. [...] some trial and error may be acceptable so long as the patterns and defining features both build and natural in the landscape [...] are not compromised’.²⁴¹ The contra example of such ‘underdeveloped’ heritage policies is the *overprotection* of cultural properties that may lead to the *stagnation* of agricultural landscapes. The farm life is continuously evolving ‘like any other way of life and the rural customs and traditions that have entered into the folklore, especially in tourist areas, often reflect the way of life of other times.’²⁴² Thus, the values of the dynamic agricultural landscapes may be lost in the effort to ‘musealize’ the territory conceived for food production. Such conditions may lead to the clash of interests that will be discussed later in the following section of the chapter.

The above-discussed complex relations between risk factors and consequences affecting agricultural landscapes are schematically shown in the figure below. The map was conceived to enable the risks to be understood clearly and managed effectively. Thus, according to Sayer (2013) ‘*maintaining and bolstering resilience, which is the capacity to avoid or deflect such threats and to absorb and recover from their manifestations, is vital to sustaining processes and benefits in the longer term*’²⁴³. One way to strengthen the resilience of the agricultural landscapes is to

²⁴¹ Lennon, J.L. (2012) Cultural landscape management. International influences. In Taylor, K. Lennon J.L. (eds.) *Managing Cultural Landscapes*, Routledge, pp. 61-62

²⁴² OECD (2001), *op. cit.*, p.42

²⁴³ Sayer, J. et al. (2013). ‘Ten principles for a landscape approach to reconciling agriculture, conservation, and other competing land uses.’ *PNAS* 110, no. 21, pp. 8349-8356. doi: <https://doi.org/10.1073/pnas.1210595110>

assess in advance the potential threats (both human and natural-caused) that potentially can affect a site.

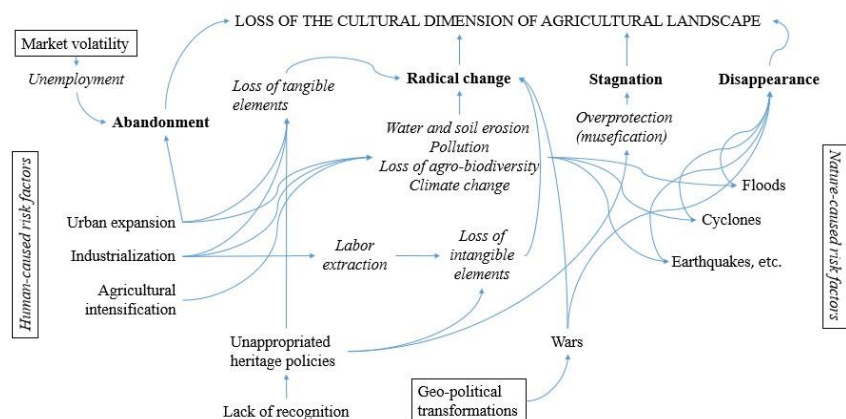


Figure 23. Analysis of 'cause-effect relationships' for understanding the risks that affect agricultural landscapes. ²⁴⁴

1.5.3. Understanding the multiplicity of interests at stake

It is widely recognized that agricultural landscapes are no longer just farmed landforms, but providers of multiple values and services to diverse interest groups. Nevertheless, the management of agricultural landscapes has typically been considered as the function arising from individual decisions of landowners and farmers. However, as we discussed in the first sections of this chapter, agricultural landscape alike other heritage categories consist of several elements: cultural and natural, tangible, and intangible. Such multifaceted and multifunctional nature of agricultural landscapes involves the manifold of actors from various sectors whose interests may often clash, making the management issues far more complicated than in the case of other cultural heritage categories.

Therefore, above all, one needs to identify the leading group of interests linking the agricultural landscape and its actors. It is also important to highlight that none of the following interests should be neglected in the cost of other interests as outlined by the European Landscape Convention, which is '*concerned to achieve*

²⁴⁴ Author's elaboration

*sustainable development based on a balanced and harmonious relationship between social needs, economic activity, and the environment*²⁴⁵.

Economic interest. It is the interest in the monetary costs-benefits generated through agricultural land-use practices, tourism-based services (including *hotels, b&b, restaurants, shops, and farm-based tourism services*), industrial, and particularly mining activities in the areas adjacent to agricultural landscapes. Thus, being an instrument of productive activities, agricultural landscapes are, first of all, the source of income for the farmers and their families. Second, the growing tourism-based economic activities also have a direct economic interest in the tourism flow attracted by tourism associated with agricultural landscapes (e.g., *gastronomic tourism, enotourism, ecotourism*). These forms of tourism to some extent are driven by international labels (e.g., UNESCO World Heritage site) and prestigious protected designations (such as *Appellation d'Origine Contrôlée (AOC), Denominazione di Origine Controllata (DOC)*), adding the value to products and areas of production. Third, industrial or mining activities in the areas adjacent to agricultural landscapes defend their interest to continue the economic activities, regardless of the damage that they may bring to surrounding area.

Scientific interest. It is an interest to investigate the agricultural landscapes in order to discover new information and generate new knowledge. Being the result of century-long evolution of land use technics, agro-environmental changes, as well as the home of indigenous cultures, agricultural landscapes are sources for ethnographic, anthropological, historic, archeologic, and environmental studies. 'Reading' agricultural landscapes can bring the insights about the present and past farmers' communities, their indigenous knowledge and technologies of land use, adapted to the environment, spiritual culture, the social structure of the local communities. Such sustainable land management methods and agricultural landscapes are a valuable source for the research of archeologists, anthropologists, cultural geographers, ethnographers, agronomists, as well as ecologists.

Access. Enjoyment of the agricultural landscape requires that they are accessible to the public, including local communities and visitors from 'outside'. Access involves both physical and legally access to agricultural landscape. Thus, being part of a productive area, agricultural landscapes are often part of the private properties with restricted access. The large scales of agricultural landscapes do not prevent them from being observed and enjoyed by the public. However, in

²⁴⁵ CoE (2000), European Landscape Convention, preamble.

the case of research activities conducted in the territory of agricultural landscape (e.g., anthropologic and archeologic research) the partial access to the landscape may not be enough. Besides the legal restriction, agricultural landscapes located in the remote rural areas may have limited access due to poor road conditions, absence of public transportation, complicated landforms. These factors may restrict the public enjoyment of the landscape, particularly for people with disabilities. Thus, the Faro Convention put the access to cultural heritage on the line with public participation outlining the necessity to *'encourage everyone to participate in public reflection and debate on the opportunities and challenges which the cultural heritage represents'*²⁴⁶. In other words, the interest to access should not be limited with enjoyment and study of agricultural landscapes, but involve public participation in the decision-making process.

Rural development. This interest aims at the positive socio-economic impact that agricultural landscapes may bring to rural areas. Because often agricultural landscapes are the only pillar supporting large rural communities. Therefore, the final goal of such interest is to provide sustainable management of agricultural landscape favouring the social and economic development of local communities involved in agricultural land-use practices. Sustainable management of agricultural landscape is seen as the main driving force of rural development through: 1) the direct socio-economic impact associated with creation of the new job places, development of tourism-based business opportunities, which may bring to the decrease of poverty level, criminality, and other social issues (if any); 2) the social impact through increase of the quality of life of the local population (social cohesion, sense of identity, food security, environmental quality, etc.); 3) the demographic impact through decrease of outflow of the rural community (if it is the case) and the increase of its quality (qualified specialists and trained employees with relevant skills).

Environmental protection. The continued existence of traditional forms of land-use supports biological diversity in many regions of the world. The global environmental movement is interested in agricultural landscapes because many are essential for nature conservation and may contain habitats valuable to the conservation of agrobiodiversity. Therefore, the protection of traditional agricultural land use activities helps to maintain global biological diversity. The environmental interest may include conservation of agro-biodiversity, including important animal and plant species inhabiting agricultural landscapes; reduction of the impact of agricultural activities on the environment (soil erosion, water,

²⁴⁶CoE (October, 2005), *op. cit.*, art. 12

and air contamination); reduction of extensive deforestation and reforestation of the rural areas.

Preservation. This interest concerns the maintenance ‘a place in its existing state and retarding deterioration’.²⁴⁷ Apart from the natural heritage, agricultural landscapes can include important built heritage within its territory (e.g., churches, stone walls, terraces, vernacular architecture), which theoretically can be protected both as an integral part of the agricultural landscape and as an individual art-historical monument (or ensemble). Thus, the built heritage, apart from keeping the integrity of the agricultural landscape, can also have an artistic or historical value *per se*. In this case, the conservation of a single monument may be prioritized over the protection of the agricultural landscape. Indeed, as noted by Erickson (2003), ‘most of the cultural landscapes in the World Heritage List are registered because of their association with important buildings, monuments, or natural features rather than their intrinsic value’.²⁴⁸ The issue of conservation may become controversial if such monuments are protected both as a single art-historical monument and as a part of an agricultural landscape, where different legal regulations may attribute different values to the same monument.

Valorization. This interest aims at the enhancement of agricultural landscapes through raising public awareness about their values, encouraging public participation, and debates in scientific communities. European Landscapes Convention (2000) also recognizes the importance ‘to increase awareness among the civil society, private organisations, and public authorities of the value of landscapes, their role and changes to them’²⁴⁹. Therefore, valorization activities may imply 1) development of educational programs, workshops. In order to enhance the value of tangible dimension of agricultural landscapes (e.g., land use technics and skills) and prevent the loss of indigenous traditions associated with agricultural land use activities; 2) public involvement in management of agricultural landscapes through seminars, communications, activities organized by ecomuseums; 3) promotion of agricultural landscapes through different media tools: documentaries, social networks, web sites, books, articles, brochures, conferences, events, web sites, forum, guided tours. Such valorization methods are often applied according to the target groups (general public, scientific circles, government, visitors) and the final goal of the interested sides.

²⁴⁷ ICOMOS Australia (2013b), *op. cit.*, art. 1 (1.6)

²⁴⁸ Erickson C.L. (2003), *op.cit.*, p.183

²⁴⁹ CoE (2000). ELC, art.6.

Food security. As stated in the World Food Summit in 1996, ‘food security exists when all people, at all times, have physical and economic access to sufficient, safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life’.²⁵⁰ Thus, the growing global population emphasizes the international interest given to agricultural landscapes as the central pillar for the global food security level. The Right to Food was first recognized in the UN Declaration of Human Rights in 1948, and in 1996 the Right to Adequate Food formally adopted by World Food Summit delegates. Today there are many international organizations (e.g., FAO, World Bank, CFS²⁵¹) coping with food shortage by incorporating food security strategies into national poverty reduction strategies; fostering sustainable agricultural land use and rural development; promotion off-farm income opportunities; promotion labor education and training; management of natural resources; addressing national and international trade policy reforms; encouraging research on sustainable land use methods. The table below schematically re-organizes above-discussed interests in relation to their primary aims and the objects of interest.

Interests	Aims	Objects of interest
Economic	To maximize the monetary benefits from the agricultural land use activities, tourism or industrial production	Monetary benefits
Scientific	To study and interpret the agricultural landscape and associated tangible, intangible, cultural and natural elements	The agricultural landscapes as a source of research
Access	To create/have conditions for enjoyment and study of agricultural landscapes and to enjoy and study agricultural landscapes	Lawful and physical access to the agricultural landscape
Rural Development	To use agricultural landscape as a driving force of rural development	The well-being of the local community (including job accessibility, appropriate infrastructure, food security.)

²⁵⁰ World Food Summit (1996)

²⁵¹ Committee on World Food Security

Environmental protection	To protect the environment from pollution and to conserve important agro-biodiversity	Agro-biodiversity Quality of soil, water, and air
Preservation	To maintain the heritage of the given territory in the existing state for the future generations	Heritage
Valorization	To create public awareness about agricultural landscapes and enhance its tangible and intangible dimensions	The value of agricultural landscapes expressed through tangible and intangible elements
Food security	To achieve global and national food security	Food quality and quantity

Table 7. Table of interest related to agricultural landscapes, their aims and subjects involved

The identification of interests is an essential step in understanding the concept of the agricultural landscape. However, it is not enough to understand how to manage them, since these interests may interact both positively and negatively:

Access and Rural Development. Undoubtedly, legally and physically accessible agricultural landscapes contribute to the quality of life of the local communities since they can participate in the management of their territory and enjoy their heritage. Also, appropriate accessibility of agricultural landscapes is an essential condition for associated touristic activities creating an additional niche in the rural economies. Therefore, these two interests are compatible.

Access and Economic Interest. Uncontrolled access to the agricultural landscapes in the private property can be an issue for production activities and violation of private property rights, thus creating a clash of interests between the interested parties. However, in the case of diversified farm activities (e.g., agritourism) and tourism-based businesses, the open access to the site is somewhat favorable for the economic benefits of the actors.

Access and Preservation. The interests of access and preservation focus on different objects. The actors having an interest in access are focused on public interests. At the same time, the preservationists are mainly concerned with the state of the heritage. Accessibility can indeed generate the public awareness and enhancement of the preserved heritage. However, the massive inflow of the visitors can create a series of risks for the fragile tangible heritage located in the borders of agricultural landscapes.

Access and Environmental Protection. The interaction of these interests also has a two-sided effect: on the one hand, the public awareness, on the other hand, conservation of nature, which can be disturbed by the human presence.

Access and Scientific Interest. First, these interests are compatible because scientific research needs the object of study to be accessible for the research activities. Second, the dissemination of the research results can be used as a tool for promoting public access.

Access and Valorization. The accessibility of the site both for local communities and for visitors can facilitate the promotion and educative activities directed to raise the public awareness and enhancement of the agricultural landscape as a whole. Therefore, these interests are highly compatible.

Access and Food Security. From the first glance, the interest to foster the global food security and accessibility of the agricultural landscapes to the general public may seem incompatible, since the visitors can disturb the food production activities. However, access can foster a public understanding of the importance of agricultural landscapes and encourage young people to engage in farming activities.

Rural Development and Economic Interest. Agricultural landscapes and the production activities are as a rule the main pillars of the rural economies, responding to the unemployment rate in the rural areas.

Rural Development and Preservation. Well-preserved tangible heritage is the significant cultural and economic capital of the rural areas. However, the compatibility of these interests depends on the vision and politic adopted by the local authorities (e.g., tourism-based or production-based economy)

Rural Development and Environmental Protection. Conservation of the rural agrobiodiversity, soil fertility, air, and water quality are the main components contributing to the well-being of people, inhibiting the outflow of the local population.

Rural Development and Scientific Interest. The research activities can foster rural development mainly because: 1) they may attract the attention of international, national governmental and non-governmental agencies that can provide additional funding and projects to the development; 2) the results of research activities (e.g., ecological, sociological) can improve the quality of life of the local population.

Rural Development and Valorization. The same effect can be observed in the relationship between rural development and valorization interests. Thus, valorization of the landscape contributed to the attractiveness of the area both for visitors and new residents.

Rural Development and Food Security. These are inseparable interests in the management of agricultural landscapes. Thus, Food security is the first condition of rural prosperity, also depends on rural development in terms of financial and human resources.

Economic Interest and Preservation. In most of the cases, preservation of heritage elements implies the restriction to use of the territory, limiting the economic activities of landowners.

Economic Interest and Environmental Protection. Similarly, environmental protection measures, as a rule, tend to restrict the land use intensity limiting the work of farmers.

Economic Interest and Scientific Interest. Scientific activities are generally considered as something disturbing production activities. Nevertheless, the interaction of such interests highly depends on the character of the research and the attitude of individual landowners.

Economic Interest and Valorization. Promotion and enhancement of agricultural landscapes, their products, and the territory as a whole may be beneficial for all actors in the territory, including those whose interest is based on the maximization of monetary income. For example, in the case of a service-based business, valorization of agricultural landscape largely contributes to the attractiveness of the area as a tourist destination. Similarly, in the case of farmers, the promotion of the area can add value to their agricultural products.

Economic Interest and Food Security. Behind food production activities, there is always an economic interest. Therefore, these interests are highly compatible

Preservation and Environmental Protection. Preservation of heritage and environmental protection are, in general, not controversial interests, unless the preserved heritage is the 'operative' one, contributing to the pollution (e.g., industrial heritage).

Preservation and Scientific Interest. Well-preserved tangible heritage of agricultural landscapes is a valuable source that can bring insights about the history (e.g., castle), land use methods (irrigation channels), social structure (vernacular architecture). of the local communities and their environment.

Preservation and Valorization. The tangible heritage is an integral part of the agricultural landscapes. Therefore, its physical state is an essential element contributing to the value and integrity of agricultural landscapes.

Preservation and Food Security. In general, the interaction of these two interests is neutral. However, when it comes to the preservation of ‘operating’ industrial heritage (e.g., mill) necessary for the production of food, the compatibility of these interests may grow. In addition, preservation of intangible heritage contributes to the local identity, inhibiting the outflow of the human resources indispensable in the food production activities. This relation is indirect, in any case.

Environmental Protection and Scientific Interest. These interests are highly compatible, since the results of scientific research on ecology or agro-biodiversity may raise the public awareness and attention of international and national NGO as well as of government agencies to take necessary measures for environmental protection.

Environmental Protection and Valorization. Overall, valorization, which is aimed to raise public awareness (including environmental concerns), is compatible with the aims of environmental protection.

Environmental Protection and Food Security. The measures taken for the protection of the agro-biodiversity and reduction of pollution in some cases can contradict with food security objectives. However, the clash of the interests highly depends on the strategies adopted by ‘food security’ campaigns.

Scientific Interest and Valorization. These two interests have similar objectives. Dissemination of the results is an ethical responsibility of the researchers, while information of the public is the primary tool of valorization activities.

Scientific Research and Food Security. The sustainable methods of land use activate necessary for global food security are the result of scientific activities. Therefore these interests are highly compatible.

Valorization and Food Security. First, global food security is an essential part of the values provided by agricultural landscapes. Second, valorization can contribute to the rise of public recognition of the values provided by agricultural landscapes, including the promotion of rural lifestyle, thus, providing more human resources for the fight against food shortage.

The following figure demonstrates in schematic order the theoretical compatibility of the above-discussed interests, where “+” indicates the high

compatibility of the interests, “-” stands for the low compatibility of the interests, “0” for the neutral and “+” is used for two-sided interaction of the interests.

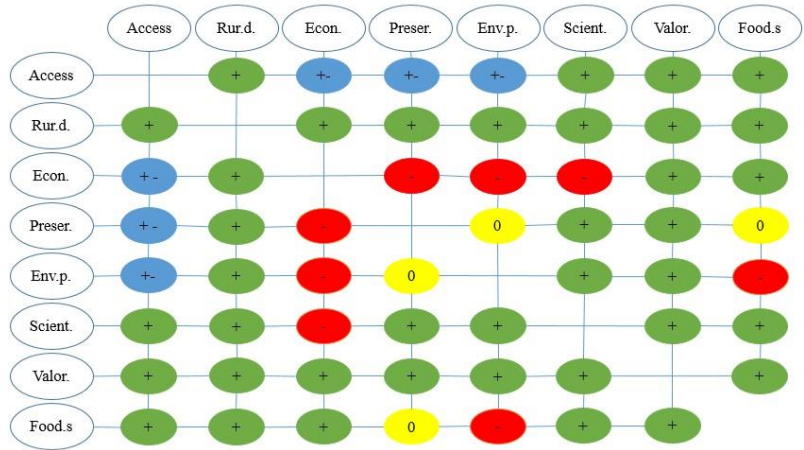


Figure 24. Compatibility of the interests concerned agricultural landscapes²⁵²

This argumentative analysis shows that, in some cases, the interaction of the interests can bring to potential clashes. We can observe that within the discussed interests, the economic interest is less compatible with regards to other interests. Thus, it is necessary to consider the emergence of potential clashes during preservation, environmental protection, and scientific activities in the private territory. The benefits emerging from these interests are not immediate, in comparison with the seasonal monetary incomes deriving from the production activities. In order to avoid such clashes of interests, there is a need for anticipated bilateral negotiations.

Another potential clash of interests is between food security and environmental protection. However, as was mentioned, such clash may arise just as the consequence of the inappropriate strategies to increase food production in the cost of environmental health. Today the international and national programs aimed to reduce the food shortage consider the agro-biodiversity and potential pollution more, than it was fifty years ago. However, in the developing countries, the priority of food supply often overplays the environmental issues. There are

²⁵² It is the author’s attempt to assess the compatibility of the interests through the personal argumentations based on literature analysis. Thus, it should be viewed as a sample flexible for interpretations and adjustments.

also two-sided interactions that may bring both to positive collaborations and unavoidable clash. Such tendencies are observed between the interest of access in relation to economic interest, preservation, and environmental protection. Indeed, giving or prohibiting access to the heritage may become a controversial issue when we speak about production activities, fragile heritage, and the environment. The outcome of such relations highly depends on the context and the personal viewpoints of the actor involved.

1.5.4. Key actors in the management of agricultural landscapes

The broad spectrum of the interests surrounding agricultural landscapes is the outcome of the concerns and aspirations expressed by actors involved. Understanding the concept of the agricultural landscape and its management as a heritage requires identification of the actors, their aims, and functions in relation to the agricultural landscape. This last section of the chapter is aimed to identify the main groups of actors that directly or indirectly concern agricultural landscapes. It is important to note that this paragraph does not pretend to provide a 'one-size-fits-all' list of actors and their aspirations, because it highly depends on a single case. Taking into account that such theoretical analysis implies the risk of an oversimplification of the real circumstances, the present paragraph should be seen as a guide that can help to interpret the intricate relations between the actors that will be discussed in the following Chapters.

Before to start listing the actors of agricultural landscapes, it is important to highlight a few aspects. First, often it is not possible to make a distinction between public and private organizations. Thus, for example, a foundation formally can be a 'private' entity regulated by private law, and at the same time, it can be considered a 'public' actor using public funding in order to represent public interests. For instance, national and international NGOs such as UNESCO represent public interests even if, in the legal terms, it is a private entity.²⁵³ Therefore, it was intentionally avoided putting such entities into separate 'boxes' outlining their 'private' or 'public' natures. Second, regardless of the existence of several groups at the micro-level with different interests (e.g., *sustainable continuity of use of traditional land, inscription to the World Heritage list*), these

²⁵³ Noted from the seminar of Casini L. (2017), 'Public and Private Interests in Cultural Property' on 13.06.2017 from the course 'Cultural Heritage and Law' at IMT Lucca.

groups are not mutually exclusive.²⁵⁴ In other words, one actor may have multiple interests and functions. Considering the diversification of farm activities, a farmer whose primary interest is the economic benefit derived from the land-use activities can also provide touristic services (e.g., farm-based accommodation and catering) and at the same time remain a part of the local community. Overall, we can define four main groups of the actors concerned with agricultural landscapes:

Group 1 – Economic Actors. The main characteristic of this group is the interest driven by the economic benefit. It includes farmers, tourism-based business owners, and owners of other types of industries (e.g., food processing industries) present in the territory.

Farmers. The farmers are the leading ‘producers’ and ‘managers’ of agricultural landscapes. Therefore, their interests and functions are of primary importance while speaking about agricultural landscapes. However, we need to consider that farmers play several roles within this context. Primdahl, J. and L. S. Kristensen (2001) describe three distinctive roles that farmers can play: *producer, owner, and citizen*.²⁵⁵ Before the description of these roles, it is important to note that their combinations can vary from case to case, and according to the national and the regional contexts. *Farmer-producer* can shape, change, and ‘produce’ the agricultural landscape through his decisions on how to cultivate the land and which technics and practices to use. Thus, he has *in-situ* decision-making power affecting (both in positive and negative terms) the physical structure of agricultural landscapes (e.g., cropping patterns, types of crops, livestock density). However, the farmer-producer is not always the owner of the land. Thus, his actions may highly depend on the internal (e.g., owner) and the external (e.g., agricultural policy) drivers. For the *farmer-owner*, the agricultural landscape is not just a ‘working tool’ as for *farmer-producer*; for him, it is an economic asset, a private property. Many decisions impacting agricultural landscapes, such as new farm infrastructure (e.g., digging new ponds, water canals), hedgerow plantings, afforestation, are more the result of ‘property management’ rather than production activities. However, it does not mean that

²⁵⁴ Lennon, L., Taylor K., (2012) Prospects and challenges for cultural landscape management. International influences. In Taylor, K. Lennon J.L. (eds) *Managing Cultural Landscapes*, Routledge, p.345

²⁵⁵ Primdahl, J. and Kristensen, L. S. (2001). The farmer as a landscape manager: Management roles and change patterns in a Danish region. *Geografisk Tidsskrift - Danish Journal of Geography* 111(2), pp. 107-116.

the farmer-owner has full-rights to change his property. In Europe, individually owned lands are subjected to numerous regulation from water, air, and soil use standards (e.g., Water Framework Directive, Nitrate Directive) to protection of endangered species (e.g., Birds and Habitats Directives) and cultural values (e.g., National Heritage Registries, World Heritage Convention) provided by national, supranational and international agents. Therefore, being private property, the agricultural landscape is perceived and managed as a public good important for the environment and the local/national identities. Farmer is also a *part of a community*. Therefore, she/he has the role of *farmer-citizen* who participates in collective actions and rural life as a whole. That is why landscape protection and valorization actions can be the concern of the farmer as well. However, such sensitivity to cultural and environmental functions of agricultural landscapes is generally expressed by *part-time farmers* (for whom farming is a hobby) or those involved in tourism-related businesses (e.g., agritourism), rather than by *full-time farmers* for whom agricultural land is the principal source of income.

Tourism based businesses. The tourism businesses related to agricultural landscapes may include touristic agencies providing guided tours, accommodation services such as hotels, b&b, Airbnb, restaurants, shops, farm-based tourism services, touristic operators. Overall, agriculture and tourism are strongly related to the number of mutual benefits. On the one hand, tourism is increasingly seen as an essential condition of rural development, therefore contributing to sustainable management and protection of agricultural landscapes; on the other hand, touristic activities highly rely on the quality and quantity of the cultural and natural heritage of the area where agricultural landscapes make the part. For example, the international and national recognition of agricultural landscapes, as well as the prestigious labeling of associated products, is of high interest for tourism-based business. However, it is essential to remember that the economic interest is in the first place for these actors. Thus, the over-commodification of agricultural landscapes may negatively affect both tangible and intangible dimensions. For example, the low quality of information and qualification of the touristic staff may bring to the vulgarization of the heritage values, or converting the productive landscape to an attraction park.²⁵⁶

²⁵⁶ On this topic see Sasso (2015). To be or not to be a cultural landscape? The case of Chianti region, XXVII Convegno annuale di Sinergie, Heritage, management e impresa: quali sinergie, Università degli Studi del Molise-sede di Termoli, 9-10 July 2015, Referred Electronic Conference Proceeding. ISBN 97888907394-5-3

Local industries. Depending on the type of production and its dimension, the local industries can be both beneficial and harmful to agricultural landscapes. The main benefit of the local industries is that they can play the role of sponsors in the various projects and initiatives related to the protection and management of agricultural landscapes. That is because the local industries can also benefit from the promotion of the area resulted from such projects. For example, the food processing industries can primarily benefit from the nomination of the agricultural landscape as a national or international heritage site since such territorial labeling can add value to their products, maximizing their economic profit. The negative side, however, may arise when there are limited natural resources available (e.g., water resources) both for agricultural activities and local industries. In this case, the local industries can be in favor of hindering the productivity and existence of agricultural landscapes. Besides, when we speak about the heavy industries such as the extraction of natural resources, chemical industries, extensive logging, and the negative outcome in terms of soil, water, and air contamination is clear.²⁵⁷ In this case, the intervention of national and international agencies can represent an effective tool.²⁵⁸

Group 2 - Users. The second group of the actors can be defined as the ‘consumers’ or ‘users.’ This group includes the local communities, visitors, and the scientific community whose common objective is to access, use, experience, study, enjoy and live the agricultural landscapes.

Residents. The group can include both the permanent residents of the agricultural landscape and people living close to agricultural landscapes. In addition, depending from single case and national context, the local community, may include indigenous communities involved in the traditional land-use activities;

²⁵⁷ The negative impact brought by the local industries can be observed in the case of traditional agricultural landscapes in the territory of *Mount Halimun Salak National Park* in Indonesia. In this case, the illegal gold mining, extensive logging, and the change of the forest into residential land causing the irreversible risk to agricultural landscapes, since the forest supports both local communities and agriculture with the water securing fertility of the soil. For farther information see the video report produced by the *Center for International Forestry Research* for the *Global Landscape Forum*, November 2013 <https://www.youtube.com/watch?v=uetUPdZB-tQ> [access 15.01.2018]

²⁵⁸For instance, in the *Coffee plantations of Columbia* (Quindío Region) the exploration of hydrocarbons has been suspended only after the property was declared the UNESCO Cultural Landscape. See Winter C., *Safeguarding Agricultural Heritage: The Case of Colombia’s Coffee Cultural Landscape*, Master thesis, University of Pennsylvania, 2015, available online https://repository.upenn.edu/hp_theses/575/, [accessed 14.02.2018]

peri-urban inhabitants living in the proximity, but working in the urban areas; farmers (both landowners and workers); tourism-based business owners; artisans, fishermen, pastors; residents involved in other type of industries (e.g., food processing, mining); schools, museums, and other formal institutions. Thus, the local community is a broad term that can encompass the actors from other groups of interest. Therefore, several diverging interests may be enrolled, including job availability and prosperity of the local industries not necessary associated with agriculture; local identity and pride linked to enhancement of the agricultural landscape, and preservation of the rural lifestyle; quality of life associated with the food security, clean air, and water; access and enjoyment of the well-preserved heritage. That is why identification of general opinion of the local community is a complex issue.

Nevertheless, the local community is an integral part of the agricultural landscape, whose involvement is increasingly becoming a prerequisite for sustainable management of the rural areas. Faro Convention demonstrates this international recognition of the critical role played by public participation, outlining that the local community has a *shared responsibility* in front of their cultural heritage.²⁵⁹ Thus, the recognition and involvement of rural inhabitants including local, indigenous, and migrant communities with connections and attachments to places, their role in shaping and maintaining the landscape, as well as their knowledge of natural and environmental conditions, past and present events, local cultures and traditions, scientific and technical solutions implemented over the centuries, is an crucial step to understand the concept of agricultural landscape.

Visitors. Visitors include both one-day visitors and tourists coming to the area in order to enjoy agricultural landscapes, their products, as well as other cultural and natural assets present in the territory. In the literature, such visitors are named as green-tourists, agritourists and eco-tourists. That is because the visitors interested in agricultural landscapes and rural areas are generally sensitive to the environmental issues and the diversity of cultures. Overall, the general requirements of tourists, such as having appropriate access to area, diversity of the services, and an adequate tourist infrastructure, are also standard for the visitors of agricultural landscapes.

Scientific Community. By the scientific community, we mean both independent researches and institutions such as Universities, Research Center, Institutes

²⁵⁹ CoE (2005), *op. cit.*, section III.

interested in conducting anthropological, environmental, historic, ethnographic. Research activities in the area of agricultural landscapes. Besides having access to the studied area, the interests of the scientific community may include the environmental protection, preservation, and valorization of agricultural landscapes.

Group 3 – Influencers and Policy Makers. The third group of the actors includes so-called ‘*influencers*’ and ‘*polymakers*’. Those are generally non-for profit international, supranational agents, and national administrative bodies, whose interests may include sustainable rural development, protection of cultural heritage, environmental protection, food security. The function of the ‘*influencers*’ is to initiate positive changes through non-binding policy instruments. The objective of the ‘*polymakers*’ is to secure the implementation of such changes through the creation of legal instruments. International NGOs typically play the role of influencers (e.g., UNESCO, FAO, ICOMOS, World Wildlife Fund for Nature [WWF]) and supranational agents (European Commission) acting through Conventions and other non-binding norms and standards (e.g., ELC, Faro Convention).

At the same time, the policy-making is the jurisdiction of national and supranational governmental bodies. Such agents act through the national (e.g., Cultural Heritage Law) and supranational legislation (e.g., CAP), as well as regional and local administrative bodies (e.g., Municipality, *Osservatorio Regionale per il Paesaggio* in Italy). It is necessary to outline that such governance mechanisms and hierarchies vary from case to case and according to national and regional contexts. Notably, the decision-making and regulation process becomes far more complicated when we deal with the agricultural landscapes located within several national borders. In this case, the development of transnational management plans and regulations is needed.²⁶⁰ Overall, the actors of this group are considered to be the *macro planners* concerned with regional or national resource and development issues. According to their interests, these entities can be divided into three sub-groups:

1. *Environmentalists* aimed to conserve important agro-biodiversity, fight against pollution and other environmental concerns affecting or

²⁶⁰ See the articles on the UNESCO Cultural Landscape *Pyrénées - Mont Perdu*: Briffaud, S., et al. (2007). *Paysage et politique du paysage dans le massif transfrontalier de Gavarnie/Mont-Perdu*. Analyse pour servir de fondement à la gestion durable d'un bien inscrit au patrimoine mondial. LADYSS; Bénos R., et al. (2007). *Pyrenees-mont perdu patrimoine mondial: un espace montagnard a l'épreuve de la protection et de sa gestion*, Baeza, pp. 47-63.

- affected by agriculture (e.g., Greenpeace, WWF, Ministries of Environment, and International Union for Conservation of Nature [IUCN]).
2. *Protectionists* concerned with the protection of intangible and tangible dimensions of agricultural landscapes, raising public awareness, research, and valorization (e.g., UNESCO, ICOMOS, Ministry of Cultural Heritage, ICCROM, and World Agricultural Heritage Foundation [WAHF]).
 3. *Developers* objected to prevent abandonment and fight against rural poverty, food shortage (e.g., FAO, World Bank, International Fund for Agriculture Development [IFAD], Ministry of Agriculture, and OECD).

Although these sub-groups are divided according to their primary functions, their interest can intertwine. For example, ICOMOS, while protecting the agricultural landscape as the cultural heritage, cannot ignore the environmental or socio-economic issues present in the rural areas.

Group 4 – Local Governing Bodies. The last group represents the micro-level actors executing *in-situ* the strategies and regulations adopted by the influencers, as mentioned above, and policy-makers. Thus, these actors are generally considered to be *de facto* managers of agricultural landscapes, which include: *Regional governmental agencies or Municipal Bodies*. The regional or local agencies control and regulate the changes and alterations in the given territory. For instance, in France, such control implemented regarding municipal regulatory plans and urban development plans. Furthermore, they can encourage, evaluate, and support the local initiatives for the protection of agricultural landscapes.

Local NGOs, Consortiums, individuals, Associations and other non for profit organizations. Those are professionals, ecomuseums, National parks, agro parks, media, consortiums of producers, whose functions may include protection, preservation, and valorization of the cultural and natural assets present in the territory, including agricultural landscape. For example, Consortiums for protection of vine (*Consorzio Tutela Vini*) present in several regions of Italy not only aims at the promotion of the vine products but also participates in the valorization of the agricultural landscapes and the rural areas. Often the international or national projects are constraint by the project documentation. Meanwhile, the ‘living’ agricultural landscapes are continually changing, and new pressures are continuously arising. The initiative coming from the bottom level is of particular importance since they are always present in the territory. Thus, the local NGOs, Consortiums, and Associations may play an important role, particularly in those countries where heritage management is in its infancy.

They have a responsibility to use every means at their disposal to ‘influence’ their governments and to raise awareness of the local communities in the significance of that heritage, thus creating a bottom-up mechanism for agricultural landscape protection and management. The table below categorizes all the above-discussed actors into four groups and summarizes their interests and functions in regards to agricultural landscapes.

Actors	Main interests	Main Functions
<i>GROUP 1</i>		
Farmers	Economic interest	Daily maintenance of the agricultural landscape and production
Tourism based business	Economic interest	Sustainability of the rural development Sponsorship
Local industries	Economic interest	Sustainability of the rural economy Sponsorship
<i>GROUP 2</i>		
Residents	Food security Rural development Environmental Protection Preservation Access Valorization	The vitality of the territory
Visitors	Access	Generation of additional income Promotion of agricultural landscape
Scientific community	Access Environmental protection Preservation Valorization	Study and valorization of the territory
<i>GROUP 3</i>		
Environmentalists	Environmental protection	Influence, policy-making, and regulation
Protectionists	Preservation Valorisation Access	Influence, policy-making, and regulation
Developers	Rural development Food security	Influence, policy-making, and regulation
<i>GROUP 4</i>		
Local governmental agencies or municipal bodies	Rural development Preservation Environmental Protection	Planning, management, and control

	Food security Valorization	
Local NGOs, Consortiums, individuals, Associations and other not for profit organizations	Valorization Preservation Rural development Environmental protection	Protection, preservation, and valorization

Table 8. Actors, interests and functions in regards to agricultural landscapes.

The figure below demonstrates in schematic order the relations between the actors and their location with respect to agricultural landscapes.

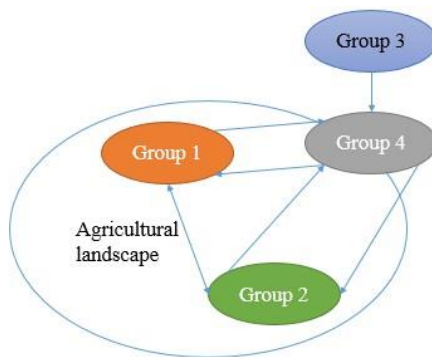


Figure 25. Schematic representation of the relations between actors and their role with respect to agricultural landscapes.

The actors of Group 3 are generally considered as outsiders concerning the agricultural landscape. Group 1 and Group 2 are those who inside of an agricultural landscape and directly affected or affecting the landscapes. Meanwhile, Group 4 are intermediates located in between, who presents both outsiders' an insider's view. As we see from the table above, the actors that play in the same system (agricultural landscape) may not have the same objectives. It is true, particularly in the case of a multifunctional agricultural landscape involving actors from various sectors with competing functions and interests. Because *'the straightforward concepts of success and failure become ambiguous in a multiple-actor context in which someone's gain is someone else's loss'*²⁶¹. In this context, the recognizing the clashes and negotiating for tradeoffs is crucial. The progress requires communication, which needs to be developed and nurtured, and mutual respect of values is essential.

²⁶¹ Sayer et al. (2013). Ten principles for a landscape approach to reconciling agriculture, conservation, and other competing land uses, PNAS, May 21, vol. 110, no. 21, p.8352

CHAPTER 2. LEGAL AND INSTITUTIONAL STRUCTURES FOR THE PROTECTION OF THE AGRICULTURAL LANDSCAPE IN EUROPE AND IN ITALY

2.1. Agricultural landscape as a Cultural Heritage

2.1.1. European Landscape Convention: Discretionary and effective?

The European Landscapes Convention (ELC), which has been adopted in Florence in 2000, has marked the renewal of the scientific interest and questions regarding landscape protection and management. It is considered to be the first international treaty exclusively dedicated to the landscape.²⁶² The treaty was conceived to fill the gap of the international legal framework, which was lacking the instrument dealing *'directly, specifically and comprehensively with European landscapes and their preservation.'*²⁶³ Although the Convention does not focus on agricultural landscape specifically, the explanatory report to the Convention attests that *'the rural landscapes occupy an important place in the European consciousness'* and well-being of citizens.²⁶⁴ Also, the idea of the Convention was born out of a concern over the increasing degradation and fragmentation of rural landscapes associated with EU Agricultural policy.²⁶⁵ Throughout the drafting process of the Convention, the reference was made not only to the European environmental, nature and heritage protection regulations²⁶⁶ but also to an instrument in the sector of agriculture, namely the European Community

²⁶² Déjeant-Pons, M. (2006). The European Landscape Convention, Landscape Research, Volume 31, 2006 - Issue 4, p.1

²⁶³ CoE (2000). European Landscape Convention.

²⁶⁴ Council of Europe (2000b) Explanatory Report to the European Landscape Convention, (III. 45), p.7

²⁶⁵ Strecker, A. (2018) *op.cit.*, p.95

²⁶⁶ Such as the World Cultural and Natural Heritage Convention; the Convention for the Protection of the Architectural Heritage of Europe; the Convention on the Conservation of European Wildlife and Natural Habitats; the European Convention for the Protection of the Archaeological Heritage; the Committee of Ministers Recommendation 95 (9) on the integrated conservation of cultural landscape areas as part of landscape policies; Recommendation 79 (9) of the Committee of Ministers concerning the identification and evaluation card for the protection of natural landscapes; the Mediterranean Landscape Charter; the Community directive on the conservation of natural habitats and of wild fauna and flora; the European Community directive on the assessment of environmental effects

regulation on *agricultural production methods compatible with the requirements of the protection of the environment and the maintenance of the countryside* (EEC, 1992).²⁶⁷ While the primary purpose of the regulation is the reduction of the environmental impact of agricultural activities, it also considers to prevent depopulation of agricultural areas and promote land management for public access and leisure activities through the Community aid scheme.²⁶⁸ ELC calls to approach the landscape from the perspectives of different sectors embracing all its dimensions, including environmental, productive, and cultural. In practical terms, it calls the countries who have ratified the Convention to *'integrate landscape into its regional and town planning policies and in its cultural, environmental, agricultural, social and economic policies, as well as in any other policies with possible direct or indirect impact on the landscape'* (art. 5d).

Further, ELC has introduced the perceptual or 'cognitive dimension' of landscapes, which significantly contrasts with the concept of landscape manifested in the previous international treaties, considering landscape as a set of physical characteristics. Landscape, according to ELC, is *'an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors'* (art. 1a). The Explanatory Report to the Convention specifies that by people, they mean both *local people and visitors*²⁶⁹. This definition manifests the duality of a landscape composed of both physical and cognitive dimensions where people take a central role. This innovative approach was justified by the fact that landscape is an essential part of the quality of life of population, and *'if they [people] have more influence on their surroundings, they will be able to reinforce local and regional identity [...], which in turn may help to promote the sustainable development of the area concerned'*²⁷⁰. However, would it mean that, for example, the boundaries of the agricultural landscape should be drawn by locals and visitors? If so, how can this process be implemented in practical terms, considering that the perception is highly subjective, and there might be many different interests and views?

According to the interpretation of scholars, the objective of the ELC is not much about giving legal recognition to landscape, but rather to democratize it through

²⁶⁷ Ibid, (I.6), p.2

²⁶⁸ Art.1 (d, f). Council Regulation No 2078 / 92. Official Journal of the European Communities No L 215 / 85 (30.7.92)

²⁶⁹ Council of Europe (2000b), p.6

²⁷⁰ Ibid., p.4

the collective and individual appropriation of the landscape.²⁷¹ In other words, it addresses the protection of landscape by covering the spatial justice dimension. In this context, it refers to the Aarhus Convention on Access to Information, Public Participation, and Access to Justice in the Environmental Matters (2001). '*Perceived by people*' does not necessarily mean to give decision-making power to 'people,' but instead serves to make the public authorities to consider the broader view of landscape values, which goes beyond '*the views of the academic or political elite*.' Thus, contrary to the World Heritage Convention, the ELC does not apply categories and criteria to the landscape but protects all landscape typologies (natural, rural, urban and peri-urban areas, inland, water, and marine areas (art. 2)), including '*every day and degraded landscapes*.' However, would not such a generalized approach to landscape protect 'all and nothing'?

The Explanatory Report provides some practical guidelines for the implementation of the Convention, where it proposes to evaluate the landscape according to the objective criteria elaborated by experts. Only following such evaluation, it requires to *compare* the results with the opinion of the general public and interested parties through *information, consulting* all representative bodies, using the *media*, and conducting *awareness-raising campaigns*²⁷². Such a process of identification, evaluation, and planning of landscape seems to be reasonable and feasible. However, if we refer to the types of participation classified in Zachrisson (2004), we can conclude that the ECL is proposing the Parties to use the 'consultation' method,²⁷³ which according to Jones (2007) goes to the category of 'passive participation.'²⁷⁴ Indeed, several studies have shown that public participation is often reduced to the collection of feedbacks from interested groups (activists, politicians, environmental NGOs). At the same time, there are few efforts to check the representativeness of such an opinion and to understand how areas of the landscape are used and valued by residents.²⁷⁵ The

²⁷¹ Prieu M. (2002) Landscape Policies: Contribution to the Well-being of European citizens and to Sustainable Development – Social, Economic and Ecological Aspect. Second Conference of the Contracting and Signatory States tot the European Landscape Convention, Strasbourg, 2002. T-FLOR 2, p.20

²⁷² Ibid.

²⁷³ Zachrisson, A. (2004) Co-management of Natural Resources. Paradigm Shifts, Key Concepts and Cases, Mountain Mistra Programme report n. 1, p. 13

²⁷⁴ Jones, M. (2007) The European Landscape Convention and the Question of Public Participation, *Landscape Research*, Vol. 32, No. 5, p.629

²⁷⁵ Jorgensen K., et al (eds) (2016) *Mainstreaming Landscape through the European Landscape Convention*. Routledge, pp. 33-45

questions that derive from here is there whether this type of ‘consultative’ participation, where the public opinion still plays a facultative role in the decision-making process, would result in ‘landscape as perceived by people’?

The whole idea and effectiveness of the **public participation**, where human is an active protagonist of landscape, instead of a spectator, mostly relies on state parties. In theory, state parties are not limited to the above-discussed methods proposed by the Convention, and they are free to develop their approach giving the public more decision-making power. In practice, though, this would require more efforts in balancing the interests linked to sectoral policies, where views often differ considerably.²⁷⁶ The first approach of the protection and management of landscape proposed within ELC is the **landscape planning** defined as ‘*strong forward-looking action to enhance, restore or create landscapes*’ (art.1). Although the point of this approach is to move from the sectoral towards the territorial policy,²⁷⁷ the ratification of ECL implies the application of specific policies/measures to landscapes according to their types and characteristics, ‘*ranging from the strictest conservation via protection, management and planning to actual creation.*’²⁷⁸ By the specific policies/measures, it intends not only the national heritage policies but also sectoral policies.²⁷⁹

Overall, the implementation of the Convention relies on the principle of **subsidiarity**. Article 4 of the Convention states that ‘*Each Party shall implement this Convention [...] according to its own division of powers, in conformity with its constitutional principles and administrative arrangements, and respecting the principle of subsidiarity [...].*’ In this context, it refers to the European Charter of Local Self Government (Coe, 1985), which suggests that public responsibility shall be generally exercised by the authorities closest to the citizens (Art.4, para 3). It means that state parties must involve local/regional authorities in landscape policies so to protect every day and degraded landscapes. Still, the State that has to define the tasks and measures for each level, *in particular where town planning and regional planning instruments are concerned*²⁸⁰. Thus, the responsibility for

²⁷⁶ CoE (2000b), (III.57), p.10

²⁷⁷ Sassatelli, M. (2007). La Convenzione europea del paesaggio: paesaggi quotidiani e identità europea, Bologna, Istituto Carlo Cattaneo, p.67

²⁷⁸ Ibid.

²⁷⁹ The art. 5 (d) of the ELC states that parties undertakes to the parties ‘*to integrate landscape into its regional and town planning policies and in its cultural, environmental, agricultural, social and economic policies, as well as in any other policies with possible direct or indirect impact on landscape.*’

²⁸⁰ Ibid, (III. 49), p.8

'landscape policy'²⁸¹ should be divided between the national and regional authorities. In contrast, policies and measures for *protecting, managing and planning landscapes* should be present at all levels (local, regional, national), so that each level is guaranteed formal involvement²⁸². Although ELC is not binding, like any other European directives, it establishes general principles and objectives, but not detailed rules and procedures. Therefore, as demonstrated in De Montis (2014), *'the panorama of paths towards the implementation of the ELC is complex and varies considerably between the State parties depending on local government systems and the traditions that dominate landscape planning'*.²⁸³ Indeed according to Strecker (2018), one of the main successes of the Convention is in *'affecting change in planning laws throughout Europe and [...] development of landscape strategies and landscape character assessment in state parties.'*²⁸⁴ The figure below summarizes the novelty introduced by the ELC to the protection of landscapes.

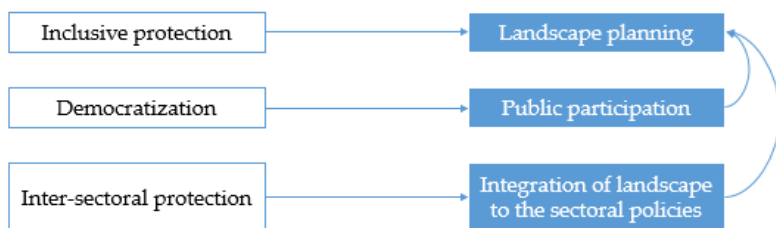


Figure 26. The novelty in the protection of landscape introduced by the ELC.

As of May 2019, the Convention was signed by 41 and ratified by 39 Member States, which supposes the silent consent of the States to integrate the ELC within their national policies and tools.²⁸⁵ Since signing the ELC, the European states involved have introduced institutional, normative, and planning changes to

²⁸¹ Landscape Policy in ELC is defined as *an expression by the competent public authorities of general principles, strategies and guidelines that permit the taking of specific measures aimed at the protection, management and planning of landscapes*. Art 1.b

²⁸² Ibid, (III.48), p.8

²⁸³ De Montis A. (2014) Impacts of the European Landscape Convention on national planning systems: A comparative investigation of six case studies. *Landscape and Urban Planning* 124 (2014) 53–65

²⁸⁴ Strecker (2018), *op.cit.* p.110

²⁸⁵ Albania, Austria, Germany, Liechtenstein, Monaco and Russian Federation have neither signed nor ratified the international treaty.

Rf: <https://www.coe.int/en/web/conventions/full-list/-/conventions/treaty/176/signatures> [accessed 5.05.2019]

implement the concepts and objectives of this new international treaty. In most cases, landscape protection and management are implemented at the regional level (e.g., Regional Landscape Plans in Italy, Landscape atlases in France, and the catalogs and landscape directives in Catalonia). The introduction of a formal legislative framework does not imply an adequate translation of the ELC principles into practice, as *'these acts are closely related to administrative decisions [and] cannot be planned in the same way at the various administrative levels'*.²⁸⁶ Therefore, in the following sections, we will focus on the implementation of the ELC at the national and regional levels.

2.1.2. The agricultural landscape within the conceptual framework of the Italian Code on cultural properties and landscape

The main legal instrument protecting cultural heritage in Italy is the Code on Cultural Heritage and Landscape n.42/2004 (*Codice dei beni culturali e del paesaggio*). According to article 2 of the Code, the cultural heritage is composed of cultural properties and landscape assets. The latter include buildings and areas of considerable public interest that mainly concerns the areas of particular aesthetic value and panoramic views;²⁸⁷ the vast natural areas protected by the law 'by default', which partly coincide with the areas subject to the National Environmental Law;²⁸⁸ areas subject to landscape planning, including a large variety of landscape topologies including every day and degraded ones (fig. 27).

²⁸⁶ De Montis A. (2014), *op.cit.*, 53-65

²⁸⁷ The protection of the areas of considerable public interest was first introduced by the Law n. 778/1922 known as *Legge Croce*. Now, according to the Art. 136 of the Code, such areas include: a) immovable things that have notable characters of natural beauty, geological rarity or historical memory, including monumental trees; b) villas, gardens and parks of uncommon beauty, and which are not protected as cultural properties by the Code; c) the complexes of immovable things (like historic centers of cities), which have aesthetic and traditional value; d) the panoramic beauties and points of view (belvedere) accessible to the public.

²⁸⁸ Their protection was first introduced by the Law n. 431/1985 (known as *Legge Galasso*). According to the Art.142 such areas include: coastal territories, territories adjacent to lakes, rivers, streams, mountains, glaciers, national and regional parks and natural reserves, forests, Vulcans, etc. However, each of these areas have to enter into threshold identified by the law. For example, only the mountains that are 1,600 meters high above sea are protected 'by default', according to the law.

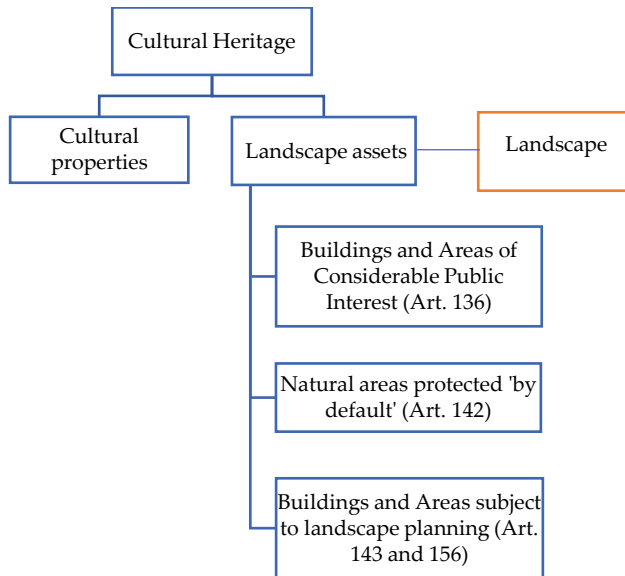


Figure 27. The conceptual framework of the Code 42/2004.

Similarly to the ELC, the Code defines the landscape as ‘the territory, which expresses identity, whose character derives from the action of natural and human factors and their interrelation.’²⁸⁹ The reference to the ‘identity’ and the ‘perception’ (*il territorio espressivo di identità*) makes the definition broad enough to include the different kinds of landscapes.²⁹⁰ Also, the first and the second groups of landscape assets are subject to specific land use and protection measures (*vincoli*) and, to some extent, can be defined as the areas isolated from the territorial context and transformations. However, it does not mean an absolute protection from all types of modifications. There is a room for minor modifications that will not alter the state of the landscape, including maintenance and restoration works, for example recuperation of abandoned terraces (149.1) For the rest of the territory the Code implies the protection mechanism based on the preventive authorization, which means that the modifications can be allowed after case by case evaluation (art. 146.1)

²⁸⁹ Art. 131 (it.): ‘Il territorio espressivo di identità, il cui carattere deriva dall’azione di fattori naturali, umani e dalle loro interrelazioni’.

²⁹⁰ This new concept of landscape came with the ratification of the European Landscape Convention (ELC) in 2006 and correction introduced by the Legislative Decree n.63/2008.

If we apply this conceptual framework to agricultural landscapes, areas of considerable public interest would concern the agricultural landscapes of aesthetic and historical value, which in Italy often characterized by terraced morphology. While areas protected by 'by default' would mainly concern the agricultural landscapes located within the territory of natural protected areas. Within the natural area typologies listed in article 142, there are few which directly refer to agricultural landscapes, including parks and reserves, woodlands, and areas assigned to agricultural universities and civic uses.

However, these areas are mainly protected for their environmental or aesthetic values, while their productive/agricultural function is often omitted.²⁹¹ Therefore, the framework of possible modifications and transformations in the territory is limited. Areas subject to landscape planning, instead, can be referred to all areas of agricultural use, including abandoned or degraded, such as landscapes of intensive agriculture (fig., 28). In the urban planning regulation, this broad definition of agricultural landscapes is often interpreted as the 'green spaces' (it. '*verde agricolo*') that have function of natural corridors establishing the equilibrium in urbanized zones.²⁹²

It is now clear how agricultural landscapes can fit into the conceptual framework of the Code. However, the criteria and trends behind the recognition of agricultural land as a landscape asset subject to specific protection measures (*vincoli*) still need some clarification. The significant part of the agricultural landscape, as defined in article 136, was recognized before the ratification of ELC. By analyzing the texts of the *vincoli* related to agricultural landscape assets, it is possible to observe the frequent reference to the typicality and traditional value. Although the values of being traditional or typical can hardly be assessed in juridical terms,²⁹³ these criteria are often used to justify the attribution of specific protection regimes to agricultural landscapes.

²⁹¹ Piscitelli, L. (2017) *Paesaggio agrario e pianificazione territoriale*, in Atti del Convegno 'Tutela Paesaggistica e Paesaggio Agrario', Portovenere 3-4 giugno 2016 (a cura di D. Granara), G.Giappichelli Editore, p.95

²⁹² For more discussion on protection of agricultural landscapes within urban planning see Urbani P. *La disciplina urbanistica delle aree agricole*. Rf: http://www.astrid-online.it/static/upload/protected/Urbani_la-disciplina-urbanistica-delle-aree-agricole.pdf, [accessed 29.05.2019]

²⁹³ Picozza E. (2006). *La tutela del paesaggio nelle zone agricole tradizionali*, Convegno AIDU 'Urbanistica e paesaggio', Parma 18-19 11 2005, Giuffrè, p.86

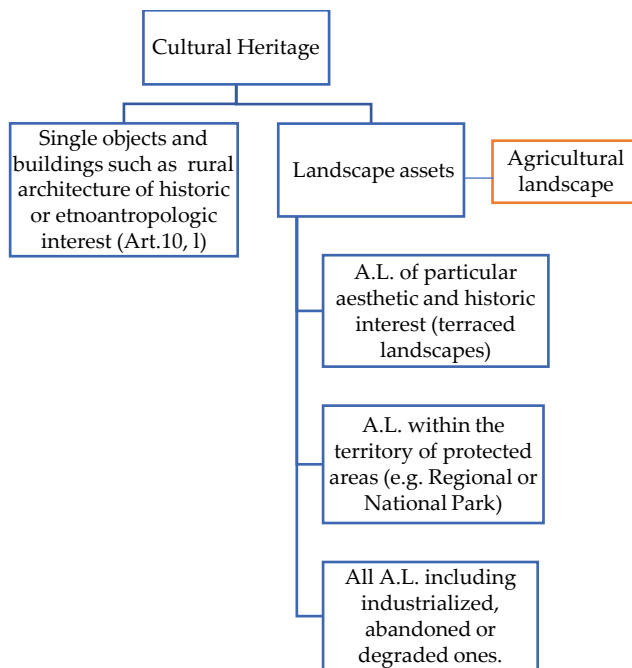


Figure 28. The conceptual framework of the Code 42/2004 as applied to agricultural landscapes

One of the illustrative examples is the zone *Bagno a Ripoli* in the Province of Florence, whose protection is justified by the ‘typicality’ of this Tuscan agricultural landscape²⁹⁴. While the protection of the vineyards and olive groves in *Borgo San Lorenzo* (Florence) was motivated by the set of aesthetic and traditional values present in the landscape.²⁹⁵

In addition, there is a matter of the extension playing a vital role in recognition of an agricultural landscape asset. It was well demonstrated in the statement of the Constitutional Court on the case of *Agro Romano* cited in Piscitelli (2017): ‘it is the extension of the area which constitutes the landscape value and guarantees the

²⁹⁴ ‘È il più tipico dei paesaggi agricoli toscani, cui fa riscontro, nei dossi che lo fronteggiano verso sud, un paesaggio quasi completamente silvestre.’ PTC della Provincia di Firenze. Quadro conoscitivo. Rf:

http://www.provincia.fi.it/fileadmin/assets/Territorio/REVISIONE_PTCP/APPROVAZIONE_DEFINITIVA_APRILE_2013/Repertori/QC13/Vincolo_PAE.pdf

²⁹⁵ Ibid.

integrity of panoramic view shaped by agricultural use'.²⁹⁶ Thus, the extension of the agricultural landscape is considered an essential element of the aesthetic value justifying its considerable public interest. Interestingly enough, agricultural landscape assets often coincide with the typical production zones indicated in the sectoral provisions concerning the local products (e.g., DOC, DOCG, or IGP). Thus, in the case of Tuscany, the substantial part of the landscape assets protected by the Code overlaps with the traditional production zones regulated by the sectoral provisions (fig. 29).

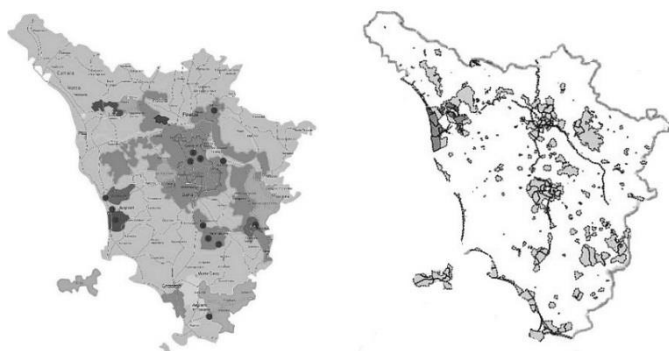


Figure 29. Production zones of DOC and DOCG wines (on the right) in Tuscany and landscape assets of considerable public interests (on the left).²⁹⁷

It is difficult to attest that the declaration of considerable public interest influences the denomination of the area as a typical production zone or *vice versa*. However, the existence of a link between two is evident both from the text of the agricultural provisions requiring the presence of 'traditional' elements, and from the declarations of considerable public interest referring to the importance of the local agricultural productions. On this note we can refer to the example of the Soave where the *vincolo* was motivated by the existence of the range of vine hills, important for the economy of the village.²⁹⁸ While the production provisions on

²⁹⁶ Cons.Stato, sex. II, 6 dicembre 2010, n.35381, cited in Pisticelli (2017, p.96).

²⁹⁷ Based on the Regional database of Tuscany (PIT). Rf: <http://www502.regione.toscana.it/geoscopio/pianopaesaggistico.html>

²⁹⁸ G.U. n.123, 5.12.1996: 'Riconosciuto che la zona predetta ha notevole interesse public perché caratterizza da una serie di colline degradanti verso sud, ove trova ampia sede la coltura della vite sulla quale si basa l'economia del paese.'

the Soave DOC wine requires the presence of traditional elements and practices.²⁹⁹

However, the Code doesn't provide a separate and comprehensive framework of protection for traditional knowledge and practices. Invisible from first glance, the changes in agricultural practices can indeed alter the agricultural landscape in a long term perspective. It is important to note that the UNESCO Convention on Immaterial Heritage (2003) has been integrated within the national legislation. However, the Code has set a few substantial limitations for the applicability of the Convention. Thus, the immaterial heritage is subject to the Code provisions only if it has a 'material expression.'³⁰⁰ The traditional knowledge and agricultural practices could be potentially considered within the framework of the landscape authorization process. However, would it make sense to impose the use of the traditional practices to the farmers?

Given the dynamic nature of immaterial heritage, such 'forced' protection would potentially prevent the organic evolution of the agricultural practices, inevitable in the process of adaptation to the present-day realities (e.g., market, technologies), and therefore it would diminish their value. In the context of the agricultural landscape, the optimal model for the protection of intangible heritage is the soft protection in the form of valorization activities.

Overall, the main elements justifying the considerable public interest of agricultural landscape assets are: traditional and typicality values, aesthetic value, and the extension, economic importance, and typicality of the agricultural production. The agricultural areas attributed to these qualities are subject to the specific protection framework (*tutela*) under the jurisdiction of the State, which according to article 131 (4), refers to 'the recognition, safeguarding and recovering' of the cultural values of the landscape. However, the protection of landscape assets needs to be contextualized within the regional territory employing

²⁹⁹ Art 4. *Disciplinare di produzione dei vini a denominazione di origini controllata 'Soave'*. G.U. 269 - 22.10.1968: 'Le condizioni ambientali e di coltura dei vigneti destinati alla produzione dei vini a denominazione controllata "Soave" devono essere quelle tradizionali della zona [...]. Le viti devono essere allevate a spalliera semplice o doppia, o a pergola veronese con potatura tradizionale che assicuri l'apertura della nell'interfila'.

³⁰⁰ Art. 7bis (1): 'Le espressioni di identità culturale collettiva contemplate dalle Convenzioni UNESCO per la salvaguardia del patrimonio culturale immateriale e per la protezione e la promozione delle diversità culturali [...] sono assoggettabili alle disposizioni del presente codice qualora siano rappresentate da **testimonianze materiali** e sussistano i presupposti e le condizioni per l'applicabilità dell'articolo.'

landscape planning instruments (*'piani paesaggistici'* or *'piani urbanistico-territoriali'*). Although the administrative function of landscape planning is under the jurisdiction of the Regions (art.135.1), the Code requires the joint elaboration of the State and the Regions in regards to the landscape assets of considerable public interest, including their identification, use, and protection (art. 143.1).

2.1.3. The use of agricultural land within the urban planning system

The planning activities represent particular importance in the case of agricultural landscapes, characterized by continuous changes driven by economic and productive nature. Before to embark on landscape planning it is important to understand the Italian urban planning system that competes with the landscape plans in terms of territorial and spatial governance.

The consideration of agricultural landscapes in the territorial planning system of Italy dates back to the Urban Law n.1150 of 1942 and Interministerial Decree n.1444 of 1968, which defined the special zones for agricultural use (*verde agricolo*). The primary purpose of the zoning system was to retain the increasing urbanization, to establish the balance between urban and 'free spaces,' rather than the protection of agricultural landscape for its cultural and historic values.³⁰¹ Even the environmental protection has been long seen incompatible with the productive function of agricultural areas. This can be observed in the decision of the Constitutional Court n. 142/1972, where parks were expected to conserve landscape intact, *'excluding from productive uses that constitute the specific object of agricultural activity'*.³⁰²

The Law n.10/1977 (*Norme in materia di edificabilità dei suoli*) launched the process of modification of the regional regulations concerning the construction rules in agricultural areas. Thus, article 2 of the regional law of Tuscany *'on transitional urban planning regulations for agricultural areas'* (n.10/1979), established that new buildings in agricultural areas can be constructed only if they are indispensable for the needs of agricultural production, and this necessity is justified by a multi-

³⁰¹ For the detailed discussion on the evolution of the Italian territorial planning in relation to the agricultural landscape see Piscitelli, L. (2017) *op. cit.*, 81-105; Urbani, P. (2010) Le aree agricole tra disciplina urbanistica e regolamentazione dell'attività economica, in Rivista giuridica edilizia, 2010, II, p. 30

³⁰² Lucifero, N. (2010). Paesaggio, agricoltura e territorio. In Basile, E.R et al. Strutture agrarie e metamorfosi del paesaggio. Giuffrè Editore, p.242

year business plan of a farm. The regional law of Lombardy n.93 of 1980 went further and established the limits on the right to build in agricultural areas except for the entities having the status of the agricultural entrepreneur (art.2). Thus, the regional policy has been clearly directed to the improvement of the productive dimension of agricultural areas. Following this regional law, the decision of Constitutional Court n. 167/1995 has enforced the multifunctional nature of agricultural areas, by its innovative interpretation of the article 44 of the Constitution mentioning the 'rational exploitation of land' (*razionale sfruttamento del suolo*) through the concept of 'sustainable' use of land.³⁰³

In this context, the agricultural areas have started to gain territorial and environmental significance. One of the first texts that have outlined the environmental dimension of agriculture was the Regional Law of Tuscany n.5/1995 (*Norme per il governo del territorio*). Article 6 called for identification of urban, mountain and rural systems in order to improve their functions in respect to the environmental qualities of the territory. Further, the Tuscan law on territorial governance (n.65/2014) established specific norms for the protection and enhancement of agricultural areas.

Currently, the National Urban Law defines three levels of urban planning system, whose primary function is to define the socio-economic and spatial development strategies for the concerned territorial level, which involves the landscape planning as well:

1. Territorial level coordinated by the *territorial coordination plan* (known as PTC).³⁰⁴
2. Intercommunal level coordinated by the *intercommunal regulatory plan* (PIC);
3. Municipal level coordinated by the *general regulatory plan* (PRG or PUC), otherwise urban plan³⁰⁵.

³⁰³ See Albinetti, F. (1996) L'interesse agricolo quale valore di rango costituzionale nella disciplina urbanistica, p.201

³⁰⁴ With the Law n.8/1972 the function of drafting and approval of the territorial coordination plans was transferred to from the State to the Regions.

³⁰⁵ In addition, there is the provincial plan (PTCP) introduced by the Law n.142/ 1990, an intermediate tool that ensures the conformity of the PRG (municipal plan) with the PTC (regional territorial plan). According to Matteucci (2005) the PTCP initially was conceived as the point of convergence of all the sectoral planning instruments concerning the municipal territory. Indeed, the Article 57 of the Law n. 112/1998 conferring the administrative functions of the State to the regions and local authorities, calls the regions

2.1.4. The agricultural landscape within the regional landscape plans in Italy

Nature and the content of the regional landscape plans

With the ratification of the ELC and the broadened concept of landscape, the regional landscape planning has evolved considerably, and now consider the entire regional territory, instead of only 'exceptional' and specific areas. In reference to the agricultural landscape, it means that every agricultural area is subject to the specific land-use norms and provisions. With the new landscape planning regulations, the regions have two options: 1) to draft and adopt the new landscape plan, which considers the entire regional territory and landscape values (*piano paesaggistico*) or, 2) to integrate the new requirements concerning the landscape planning with already existing urban-territorial plans (*piano urbanistico territoriale con specifica considerazione dei valori paesaggistici*).

For the moment, only around half of the Italian Regions have the new or modified landscape plans corresponding to the 'new' requirements. In some regions, the drafting process of the new landscape plans is still underway. Thus, landscape planning system is evolving in a heterogeneous manner (see Appendix D). In some regions (*Marche, Abruzzo, Umbria, Molise, Lazio, Friuli Venezia Giulia, Sardegna*), landscape plans were elaborated in complete isolation from the provisions of the territorial plans. In other regions (*Emilia Romagna, Puglia, Piemonte, Lombardia, Basilicata*), the elaboration of two regional plans has seen a certain interaction. Few regions and autonomous provinces (*Valle d'Aosta, Provincia di Trento, Provincia di Bolzano, Veneto, Toscana, Campania e Calabria*) have made a full integration of two plans.

Almost all regions that have already adopted the 'new' landscape plans have chosen to integrate the landscape planning requirements within already existing urban and territorial plans giving them the character of landscape plans³⁰⁶. In

to give the PTCP the value of the protection plan in the fields of nature, environment, water soil and natural beauty protection: *'La regione, con legge regionale, prevede che [PTCP] assuma il valore e gli effetti dei piani di tutela nei settori della protezione della natura, della tutela dell'ambiente, delle acque e della difesa del suolo e della tutela delle bellezze naturali [...]'*. Nevertheless, it has never fully acquired such function.

³⁰⁶ Only in few regions, the territorial planning has remained separated. Thus, in Piedmont Region there two plans: 1) the regional territorial plan (Ptr), which includes the indications on territorial and sectoral planning on regional, sub-regional, provincial, and local levels; 2) the regional landscape plan (Ppr) which corresponds to the new requirements in the Code 2004, concerning landscape planning. It constitutes *'reference for all instruments of*

such a scenario the regional landscape plans are often structured according to the following logic:

1. The statutory part delineates the broad vision of the regional policy for the whole regional territory, including almost binding indications and rules defining the landscape areas, the landscape assets, and their use. Thus, it addressed the *beni paesagistici* protected by the law (the list of the 'untouchable' landscape assets and their use).
2. The strategic part manifests the future-oriented, 'project' nature of the landscape plans. It concerns the entire regional territory, including the strategies for the rehabilitation and valorization of everyday or degraded landscapes. For example, the region of Tuscany calls its new landscape plan '*the strategic and evolving instruments*,' where the new projects and operative projects (e.g., '*Progetto di fruizione lenta del paesaggio regionale*') can be added and developed. In addition to the land-use regulations, which have remained from the old system, the landscape plan supposedly has gained a strategic aspect.

Thus, from the methodologic point of view, the landscape plans have a dual nature. On the one hand, they are directed to the preservation of 'exceptional landscapes' (nature of 'old school' heritage protection tool), on the other hand, they have strategic character, as they cover entire regional territories which imply inevitable development, and necessity to control the transformation processes (thus, project-oriented nature). Such methodological and conceptual division between landscape assets and landscape in general, according to Gisotti (2016), '*in practice often results in the landscape assets that are still treated as isolated elements and subjected to the disciplines, which do not always interact with the overall interpretation of the regional territory they are in.*'³⁰⁷ Article 143 of the Code stipulates that the landscape plans may establish new areas and constructions subject to specific terms of protection and use.³⁰⁸ It means that the landscape plan

territorial governance, providing rules and objectives for conservation and enhancement of landscape, cultural, historic, and environmental identity of Piedmont territory'.

³⁰⁷ Gisotti, M.R. (2016) Dal vincolo al progetto. Il quadro della pianificazione paesaggistica in Italia e una proposta per un modello operativo. Alberto Magnaghi (a cura di), La pianificazione paesaggistica in Italia: stato dell'arte e innovazioni ISBN 978-88-6453-371-1 (online), CC BY 4.0, 2016 Firenze University Press, p. 4

³⁰⁸ Art.143, comma d: '*L'elaborazione del piano paesaggistico comprende [...] eventuale individuazione di ulteriori immobili od aree, di notevole interesse pubblico a termini dell'articolo 134, comma 1, lettera c), loro delimitazione e rappresentazione in scala idonea alla identificazione, nonché determinazione delle specifiche prescrizioni d'uso, a termini dell'articolo 138, comma 1'*

opens up a possibility to new typologies of agricultural landscapes that can be considered and protected as heritage at the regional scale.

According to article 135.2, the regional authorities shall divide the whole regional territory into the areas (*ambiti*), in order to simplify the planning of the vast regional territories. The division should be based on 'landscape characteristics'³⁰⁹ and quality objectives (Art. 135.2 and Art 135.3), instead of 'types,' 'relevance' and 'integrity' of landscape values. Each area is attributed to the individual provisions and norms concerning land use, preservation of landscape assets, recuperation of abandoned territories, and other strategies and principles of development (Art.135).

The analysis of the regional landscape plans has shown that the division of the areas in each region bases on different principles. Thus, for example, the PTRC of Vento bases the division on the geomorphologic characteristics of landscape areas (e.g., *ambito di 'Dolomiti Bellunesi'*, *ambito di 'Prealpi e Colline Trevigiane'*, *ambito di 'Bassa Pianura Veneta'*). While in Tuscany the areas are defined according to already existing administrative division (e.g., *ambito di 'Luccesia'*, *ambito di 'Firenze-Prato-Pistoia'*).

Further, each area has been attributed a sort of 'sub-plan' (*Piano Paesaggistico Regionale d'Ambito*) that delineates landscape quality objectives and direction, including those directly related to the physical and intangible dimension of agricultural landscapes. For example, in PTRC of Veneto the 25% of 'landscape quality objective' directly refer to agricultural landscape and its intangible dimension: The environmental quality and social values of 'agrarian spaces'; to the diversity of agricultural landscape; environmental value and social function of agricultural areas; historic and cultural value of historic agricultural landscapes; conservation of terraced agricultural landscapes; integrity of historic orchard landscapes; historic and cultural value of rural traditional architecture; new agricultural landscapes in the saline areas; preservation of immaterial landscapes; and awareness-raising of landscapes values and risks.³¹⁰

³⁰⁹ Prior to the ratification of the Convention the Article 135.1 stated: *I piani paesaggistici, in base alle caratteristiche naturali e storiche, individuano ambiti definiti in relazione alla tipologia, rilevanza e integrità dei valori paesaggistici*. While now it states: *I piani paesaggistici, con riferimento al territorio considerato, ne riconoscono gli aspetti e i caratteri peculiari, nonché le caratteristiche paesaggistiche, e ne delimitano i relativi ambiti*.

³¹⁰ Dgr n. 427/2013, All. B.2, Rapporto ambientale, p.30

Regardless of the critics on the conceptual division, the landscape plans seem to be gradually transforming from merely technical and definitive acts to the instruments open for continuous transformations, or at least the texts of landscape plans transmit this new principle.³¹¹ Their implementation is ensured through local governance (municipal plans) and procedural (authorization) instruments. The regional landscape plans are binding for urban plans of municipalities, metropolitan cities, and provinces. The different outreach provisions may be included in the urban planning instruments. In addition, the measures and norms identified in the landscape plans are binding for sectoral interventions (art. 145.3). However, the punctual regulations, such as municipal urban plans, dramatically depend on the regulations imposed by the regional urban legislation, which often conflicts or overlaps with the new landscape planning system.

How are agricultural landscapes addressed in the landscape plans?

Within the framework of landscape planning, the Code attributes particular significance to 'rural landscape' and the UNESCO sites. It prescribes to the landscape plans the functions of recognition of such landscapes, the definition of their boundaries, and appropriate provisions regarding the urban development that must be compatible with their values. Article 149 of the Code provides that some intervention does not need the preventive authorization (introduced in the Galasso Decree). It concerns the interventions inherent to agro-silvo-pastoral activities, which do not entail the permanent alterations in the landscapes, including the construction of buildings, which does not affect the hydrogeological value of landscape; plantation and cut of trees and crops; works concerning the drainage and fire prevention systems.

However, such activities must comply with agrarian and urbanistic principles, so that there is an equilibrium between the preservation of rural landscape and enhancement of the use of agro-silvo-pastoral resources.³¹² In this regard, the

³¹¹ PTRC of Veneto (*Allegato A1, Dgr n. 427/2013, p.4*) states: '*il PTRC comincia a trasformarsi da strumento tecnico a contratto sociale e non rappresenta pertanto solo la dimensione territoriale e urbanistica dello spazio fisico veneto, ma offre una visione strategica da governare con diversi approcci in un'ottica europea*'.

³¹² Art. 149 '*Interventi non soggetti ad autorizzazione*' is discussed in Fuzio R. (2017) *I Paesaggi Rurali e la loro Valorizzazione e Salvaguardia*, in *Atti del Convegno 'Tutela Paesaggistica e Paesaggio Agrario'*, Portovenere 3-4 giugno 2016 (a cura di D. Granara), G.Giappichelli Editore, pp. 52-53

jurisprudence has acknowledged that the elimination of trees in the protected landscape doesn't require the authorization only if the elimination is partial and if this action contributes to the improvement of the protected flora.³¹³

In terms of strategic actions, some regions have integrated specific projects for the development of agricultural landscapes within their landscape plans. Thus, the region of Piedmont has elaborated several projects directly concerning the rural/agricultural landscapes. One is the protection of historical tenures (Tenimenti dell' Ordine Mauriziano), which is an example of the historic rural landscape. The second project is dedicated to the enhancement of the vineyard landscape of Langhe-Roero e Monferrato, inscribed in the UNESCO list in 2014. Within the framework of the landscape plan, several objectives regarding the enhancement of the agricultural the UNESCO site were already completed, including the elaboration of the guidelines aimed to adjust the regional plans and urban regulations with the indications for the protection of UNESCO site. Currently, the region in collaboration with the local actors has recently launched the initiative called '*Dopo l'UNESCO, agisco!*' (Literally means 'After UNESCO, I act!'), which aims to involve all entities present in this vast agricultural landscapes.

However, not all of the landscape plans include concrete projects. Thus, the PPR of Friuli-Venezia Giulia in the strategic part of the landscape plan sets only the guidelines (e.g., land use, rehabilitation of landscapes) and develops specific networks (ecologic, cultural asset, and slow mobility network) as well as so-called 'structural landscapes.' The latter considers the landscapes characterizing the regional territory, including coastal and lagoon landscapes, mountain landscapes, and rural landscapes. The Plan gives particular attention to the sectoral policies, which can influence the quality of such landscapes. Thus, it identifies and chooses the first sectoral interconnections referred to the sectoral normative and provisions, which cannot be managed only by the landscape plan. For example, PPR of the Region recognizes the historic rural landscapes inscribed in the 'National Registry' promoted by the Ministry of Agriculture. The recognition of agricultural terraces, lowlands of Friuli (known as *magredi*), pastures, as an expression of the local identity, bases on the criteria established by the national agricultural policy.

Within its strategic vision, the landscape plan of Calabria (art. 10) gives a specific indication in regards to the protection and enhancement of the agricultural

³¹³ Cass. Pen., Section II, 23 February 2012, n.9395 cited in Fuzio (2017).

landscapes. Thus, in order *'to preserve the rural character and landscape identity'*, the buildings in agricultural areas should not be higher than two floors, if not motivated by the specific production needs. Further, the typology of architecture and the materials used should be coherent with the agricultural areas. The exceptions depend on the approved development plan of the company (*Piano di Sviluppo Aziendale*), which proves the necessities closely connected to the improvement of productivity. Although the landscape plan of Calabria sets the limits and regulations for the agricultural areas, it still gives room for the changes, if required by the agricultural development needs.

How is the principle of public participation articulated within the framework of the regional landscape plans?

What concerns the public participation of ELC, here the methods applied by the Regions again differs considerably. In some cases, the Plans clearly define the activities directed to involve the public in the planning process; in other cases, such methods remains transcendental, while the public participation is limited to the educational activities. Thus, in the PTRC of Veneto, the public participation is shaped according to the Regional Urban Law, which requires the consultation only with *'the local public bodies, the administrations representing the public interests involved, the economic and social associations having significant interests in the territory, as well as with the managers of public services and use.'*³¹⁴ However, there are still a few regional landscape plans that interpret the public participation above the mere consultation and informing activities. The Regional Landscape Plans of Puglia is one of those who decided to involve the public in the decision-making process. More precisely, it proposed the public (both individuals and associations) to evaluate the landscape quality of their surroundings or to report the degraded areas in the form of Atlas of reports (*Atlante delle segnalazioni*). In practice, the citizens are invited to fill the module available of the official web site of the region, if they want to alert the public administrations on *'famous or ignored places, historical or contemporary not yet listed by the PPTR, or to propose adjustments to incorrect location or boundaries of the listed areas.'* The drafting of the PTRC 2013 was accompanied by several thematic meetings open to all the **designated subjects** and the possibility to intervene with their contributions and proposals (oral and written), which then used in the drafting of the plan.

³¹⁴ La Concertazione, All. A1. Dgr n. 427/2013, p.53

Somewhat similar, but much more sophisticated method of public involvement was used in the landscape planning process in Piedmont and then in Friuli-Venezia Giulia. Thus, besides several informative seminars and workshops, the region of Friuli-Venezia has established the Archive of on-line participation based. The public was invited to report and evaluate the state of single areas and elements of the landscape employing a Web GIS online platform³¹⁵. The public opinion was collected also through the thematic round tables and involvement of Schools. Then, the data obtained employing these three instruments (on-line participation, round tables, the involvement of Schools) was analyzed and resulted in the form of statistics, qualitative synthesis, and cartography, then used for the drafting of the Regional landscape plan (PPR).³¹⁶ Almost all Regions have established the 'Regional Landscape Observatories', to monitor and evaluate the application of the landscape plans. However, few went further and established the provincial and local branches through the support of local institutions (ecomuseums, associations). In those cases, public participation in the monitoring of landscape plans is guaranteed through the involvement of the representative of the local universities, associations, and local entities in the work of Landscape Observatories.

2.2. Agricultural landscape as a Productive Land and a Driver of Rural Development

2.2.1. CAP: From intensification of agriculture to its multifunctionality³¹⁷

Although the European Common Agricultural Policy (CAP) is not directly responsible for landscape protection, it is often put forward as being a powerful instrument for transformations in European agricultural landscapes. Nevertheless, it is also blamed for 'all' negative transformations related to the

³¹⁵ Currently, the platform is open for the consultation only. Thus, it is not yet possible to evaluate effectiveness of the tool.

³¹⁶ The detailed description of methods of public participation is available in the Annex, A of *Relazione Generale, PPR Friuli-Venezia Giulia*, pp. 21-34

³¹⁷ This section is partly based on the author's publication Salpina, D (2019). 'How sectoral policy can benefit the protection of multi-functional cultural heritage? The case of agricultural landscape and the EU rural development policy.' *Aedon, Rivista di arti e diritto* on line, no. 2 (2019). doi: <http://10.7390/94139>

simplification of landscape mosaic,³¹⁸ soil and water erosion, air pollution, impoverishment of agrobiodiversity.³¹⁹ That is because, back to the time of its creation in 1962, the priority was to maximize agricultural productivity in order to stabilize agricultural markets and ensure farmers' equitable standard of living³²⁰. Since then, the European policy has evolved considerably, and under the significant reforms such as the MacSharry 1992 reform, 2003, and 2013 reforms the environmental protection became one of the major concerns of the CAP. Under the *agri-environmental regulation 2078/92*, farmers started to receive financial support for reduction agrochemical inputs and extensive forms of agriculture, which permitted to mitigate the impact of farming activities and consequently to protect the European countryside³²¹. Then, at the beginning of the 2000s, the Rural Development Policy (RDP) has become the second pillar of the CAP. In the Community strategic guidelines for rural development (2007-2013), it was outlined that *'the European model of agriculture reflects the multifunctional role farming plays in the richness and diversity of landscapes, food products and cultural and natural heritage.'* It has demonstrated an increasing awareness of the critical role played by agriculture not only in rural economies but also in cultural diversity. To this end, the Axis 2 of the previous European rural development has incorporated the measure *'to protect and enhance natural resources, as well as preserving highnature value farming and forestry systems and cultural landscapes in Europe's rural areas.'*³²²

Overall, the evolution of the concept of agricultural multifunctionality is the result of numerous regulations introduced by the Council since 1970s.³²³ Thus, the Council Directive *'on the modernization of farms'* has introduced special aids that at the discretion of Member States can be given *'to certain regions where the*

³¹⁸ In Italy, the simplification of agricultural landscape mosaic during early CAP was the result of the growth of average dimension of a farm from 5-6 ha to 20 and more ha.

³¹⁹ See Stoate, C. (2001) Ecological impacts of arable intensification in Europe. *J Environ Manag* 63, 337–365; and Klijn, J.A. (2004) Driving forces behind landscape transformation in Europe, from a conceptual approach to policy options. *The new dimensions of the European landscape*, 201–218.

³²⁰ Art. 39 of the Treaty establishing European Economic Union. French version: <https://eur-lex.europa.eu/legal-content/FR/TXT/PDF/?uri=CELEX:11957E/TXT&from=EN>

³²¹ However, the expenditure for market management was much higher (90% of total) than the expenditure for support of farmers and environmental consideration. While now the product based support represents just 5% of the total CAP expenditure. See EC (2013) Overview of CAP Reform 2014-2020, Agricultural Policy Perspectives Brief N°5, p.4

³²² Ibid.

³²³ Albisinni F. (2011), pp.43-77

*maintenance of a minimum level of population is not assured and where a minimum amount of farming is essential in view of the need to conserve the countryside.*³²⁴ In the 1980th the Council Regulation instituting ‘a specific Community regional development measure contributing to the development of certain French and Italian regions in the context of Community enlargement’ has outlined the promotion of rural tourism among the main tools in achieving the regional development³²⁵. The Council Regulation ‘on improving the efficiency of agricultural structures’ went further and introduced the ‘national aid in environmentally sensitive areas’ which were defined as ‘areas of recognized importance from an ecological and landscape point of view.’³²⁶ Further, the Council Regulation concerning ‘the integrated Mediterranean programmes (IMPs)’ has listed conversion and restructuring of agricultural holdings ‘to specialized lines of production and types of land use which are better suited to the prospective needs of the market, including bio-energy, forestry and operations to **protect and improve the environment**’³²⁷ among the operations provided by IMPs. However, the ‘modernizing and intensifying certain, above all **traditional** lines of production’³²⁸ was also in the list.

In the turn of the XX century, the Council Regulation on support for rural development made shift ‘from the efficiency of agricultural structures to support for rural development’.³²⁹ The article 22 introduces support for agricultural production methods designed ‘to protect the environment and to maintain the countryside’³³⁰ including landscape and its historical features. While article 9 introduced the support for vocational trainings of farmers for ‘the application of production practices compatible (among all) with the maintenance and enhancement of the landscape, the protection of the environment’³³¹. Thus, the evolution of the CAP during the past decades can be described as the shift from the uniformity and simplification to the territorial diversity, specificity and multifunctionality.³³²

³²⁴ Art. 14, EEC n. 159/1972, OJ No L96/1 of 24.04.1972

³²⁵ See art. 4.4, art. 5d of the EEC No 2615/80, OJ No L 271/1 of 15.10. 80

³²⁶ Art. 19.2. EEC No797/85, OJ NoL93/1 of 30.3.85

³²⁷ Annex II (a). EEC No 2088/85, OJ No L 197/1 27. 7. 85

³²⁸ Ibid.

³²⁹ Albisinni, F. (2011), p. 53

³³⁰ Art. EC No 1257/1999, OJ L 160/80 of 26.6.1999

³³¹ Ibid. Art. 9

³³² This shift was accompanied by the establishment of the ‘new figure of agricultural entrepreneur’, whose activities were expanded to the provision of touristic and environmental services. See Albisinni F. (2000). La tundra o l’arcipelago? Soggetti, oggetti e relazioni dell’agricoltura multifunzionale. Georgofili.

The current CAP (2014-2020) further underlines ‘the importance of preserving the farmed landscape as ‘1) *traditional agricultural landscapes form part of the cultural and natural heritage*; and, 2) *as the ecological integrity and the scenic value of landscapes make rural areas attractive for the establishment of enterprises, for places to live, for tourism, and recreation businesses*’.³³³ In this regard, ecological integrity is understood as an essential element of landscape attractiveness and its perceived value. Thus, similarly to UNESCO or FAO, according to CAP, only *traditional agricultural landscapes* and only those having *scenic value* and transmitting *ecological integrity* are recognized as a *public good*³³⁴ and worthy of being preserved.

Currently, the CAP is based on the joint provision of public and private goods, which means that farmers are remunerated not only on the base of the ‘marketed products’ (basically food), but also for delivering of the broader public excellent services, which have no (at least direct) market value (e.g., cultural landscapes, agrobiodiversity). This ‘land-oriented’ approach based on sustainable agriculture³³⁵ expressed in two pillars and divided into three directions: income support (direct payments), market measures, and rural development measures. In terms of landscape protection, the CAP measures can be characterized as ‘carrot and stick’ policy. The ‘stick’ in this case is ‘Polluter-Pays-Principle’³³⁶ of the CAP obliging farmers to respect statutory requirements (including the requirement of Habitat Directive for Natura 2000 sites) in order to ensure that agricultural activity is undertaken sustainably. Such requirements are expressed in the *Cross-compliance* mechanism determined in the *Council Regulation 73/2009* and *Commission Regulation 1122/2009*. In regards to the physical protection of agricultural landscapes, the *cross-compliance* include ‘the obligation of keeping land in Good Agricultural and Environmental Condition (GAEC) supported by a range of standards related to soil protection, maintenance of soil organic matter and structure,

³³³ EC. ‘Agriculture and Landscape’: https://ec.europa.eu/agriculture/envir/landscape_en

³³⁴ According formulation of European Commission, a *public good* is a good that, even if it is consumed by one person, is still available for consumption by others. Rf: EC. <https://ec.europa.eu/agriculture/envir/cap>, [accessed 28.03.2018]

³³⁵ EC. ‘The history of the common agricultural policy’: https://ec.europa.eu/agriculture/cap-overview/history_en, [accessed 28.03.2018]

³³⁶ The *Polluter-Pays-Principle* states that the polluter should bear the costs of avoiding or remedying environmental damage. Generally, farmers have to ensure compliance with mandatory national and European environmental standards and respect the basic mandatory standards forming part of the cross-compliance regime at their own costs. Non-compliance with mandatory requirements is subject to sanctions.

avoiding the deterioration of habitats, and water management'.³³⁷ Specifically, the GAEC 7 defines the mandatory standards for a minimum level of maintenance directly concerning the landscapes: *'Retention of landscape features, including, where appropriate, hedges, ponds, ditches trees in line, in group or isolated and field margins'*³³⁸.

The 'carrot' is 'Provider-Gets-Principle' integrated into the policy via 'agri-environment measures' of the pillar 1, where the legal obligations forming the reference level³³⁹ for such measures *'cover only those commitments going beyond the relevant mandatory standards [...] as well as minimum requirements for fertiliser and plant protection product use and other relevant mandatory requirements established by national legislation [...]*³⁴⁰. In other words, 'Provider-Gets-Principle'³⁴¹ bases on the incentives for farmers providing, voluntarily, environmental public goods and services, going beyond the mandatory requirements (including agri-environmental commitments related to the preservation of the environment and maintaining the countryside³⁴²). Thus, the farmers are recognized mainly as direct managers of EU agricultural landscape *'employing their own private resources to deliver environmental public goods and services, which are of interest to the wider public and society'*³⁴³.

'Greening' of Agricultural Landscapes

Pillar 1 of the CAP (2014-2020) involves the major part of the CAP budget³⁴⁴. It includes the direct payments system for environmentally friendly agricultural

³³⁷ GAEC are set of European Union (EU) standards of sustainable agriculture defined in Council Regulation 73/2009 (Annex III).

³³⁸ Ibid.

³³⁹ The *reference level* is sort of threshold which marks the line between environmental requirements with compliance costs falling on the farmer and those measures that offer farmers a remuneration for environmental commitments.
<https://ec.europa.eu/agriculture/envir/cap#polluter>

³⁴⁰ Art. 39 (3) of Council Regulation (EC) No 1698/2005

³⁴¹ Within the framework of the CAP, the *Provider-gets-Principle* is a remunerating voluntary environmental commitments taken up via agri-environment payments that cover the costs incurred and income forgone as resulting from voluntary environmental commitments.

³⁴² Art. 39 (2) of Council Regulation (EC) No 1698/2005

³⁴³ EC. Integrating environmental concerns into the CAP:
<https://ec.europa.eu/agriculture/envir/cap>

³⁴⁴ According to the latest available data the pillar 1 accounts 72% of CAP expenditure. EU, Direct payments : https://ec.europa.eu/agriculture/direct-support/direct-payments_en

activities and market measures. The direct payment system bases on the set of rules known as ‘cross-compliance,’ which covers: 1) statutory management requirements (SMRs) referring to 13 legislative standards in the field of environment, food safety, animal and plant health, and animal welfare; 2) right agricultural and environmental conditions (GAECs), which instead refer to the standards in the field of soil protection, habitats, and water management. These rules are applied to the seven types of direct payments given for different purposes, on different conditions:

Basic payments Scheme (BPS) and Single Area Payment Schemes (SAPS) paid at a standard rate per hectare. The Member States defines the rate according to the regional characteristics (e.g., agricultural, economic, administrative).

Greening payments are the additional payments per hectare for the farmers using climate- and environment-friendly farming practices not remunerated by the market (e.g., production of organic food). In order to receive the direct payment within the framework of ‘greening,’ the farmers must comply with three greening requirements defined in the EU Regulation.³⁴⁵ The latter includes ‘crop diversification’ based on the balanced ratio of quantity of crop types to agricultural area (e.g., in 10 ha there must be at least two types of crops); ‘permanent grassland’ based on the ratio of permanent grassland to the total agricultural area (no more than 5 %); ‘ecological focus areas’ can be ‘fallow, terraces, landscape features, buffer strips, agro-forestry, forest edges, short rotation coppice and areas afforested with RDP or equivalent support; also catch crops, green cover and nitrogen-fixing crops’³⁴⁶. If such areas represent at least 5% of the total 15 ha of arable land, the requirements are met.

Small Farmers Scheme is a ‘simplified’ scheme explicitly designed for small farmers. It allows avoiding administrative burden related to the cross-compliance and ‘greening’ requirements. Instead, they can choose this Scheme and receive a fixed and relatively small amount of money (maximum 1250 Euro)

³⁴⁵ According to the Regulation (EU) No 1307/2013 of 17 December 2013 (Art. 42-47) there are few exception groups, which do need to be concerned about these requirements: 1) organic farmers (certified ones) who anyways receives such payments. 2) farms within Natura 2000 sites, where the ‘greening’ standards must comply with the conservation objectives of the sites. Thus, the farmers, first, must check the compliance between these standards and the objectives defined in the management plans or statutory regulations of the sites. 3) small-holder farms, who already receive ‘Small Farmers payment’.

³⁴⁶ Regulation (EU) No 1307/2013 of 17 December 2013

per year, irrespective of the farm size. *Young farmers scheme* is payments awarded for young farmers (under age 40), in order to encourage '*generational renewal*.'

Additional Income support in less favoured areas (LFA)/Areas with natural constraints (ANCs), which help to sustain farming, even though they are not primarily targeted towards environmental outcomes. This payment scheme was first introduced for the sake of Mountain Areas, 'Intermediate' LFA and Areas Affected by specific handicaps due to short growing season, steep slopes, land of reduced productivity, and dwindling population. In terms of landscape protection, the LFA operates through the direct payments for farmers in order to prevent abandonment of the above-mentioned areas, which is supposed to be paid back through '*the maintenance of open traditional agricultural landscapes, semi-natural habitats and biodiversity, good soil and water management, and valued assets in the cultural landscape*'³⁴⁷. Voluntary support is coupled (to production) payments dedicated to the sectors and areas undergoing difficulties, while the redistributive payment is additional support for small and middle-size farms for the first hectare of farmland.

Overall, the CAP regulations give room for the national, regional, or local legislators to design/adapt their own standards in relation to these payments, so that they are harmonized with particular farming systems and specific environmental conditions. However, it sets a set of baseline principles and thresholds that should be respected. Thus, within the payment mentioned above schemes, three ('basic payments,' 'greening,' 'young farmers') are compulsory for all Member States, while the other four can be considered on a voluntary basis. Whatsoever, the National Authorities must allocate 30 % of their direct payment budget only to the 'greening' payments for environmentally beneficial agricultural practices, and then after distribute the remaining 70% between other schemes: 'basic payments,' 'young farmers' – up to 2%; 'redistributive payments' – up to 30%; 'voluntary support' – up to 15 %; 'less favored areas' – up to 5%, and so on.³⁴⁸ Thus, the substantial support is directed to the farms 'inventing' new ways of how to contribute to Nature, while the support for the vulnerable

³⁴⁷ The Review of the Less Favoured Areas Scheme, European Union Committee, 13th Report of Session 2008–09, p.28

³⁴⁸ Massot, A. (2018) First pillar of the Common Agricultural Policy (CAP): II – Direct payments to farmers. On –line platform of the European Parliament (October, 2018) Rf: <http://www.europarl.europa.eu/factsheets/en/sheet/109/first-pillar-of-the-common-agricultural-policy-cap-ii-direct-payments-to-farmers> [accessed 22.01. 2019]

farmer groups (young, small-hold farmers, or farmers working under challenging conditions) are put on the second place.

Indeed, in many EU countries, the direct income payments provided within Pillar 1 has contributed to retaining the agricultural activities in the areas, which otherwise would have been abandoned. However, leaving the support schemes for the above-mentioned vulnerable groups of farmers in the 'shelf' of not-obligatory measures means attributing them less value. While small-hold farmers and those working in remote mountain rural areas are the primary custodians of traditional farming knowledge and skills that are most adapted to the local ecosystems, therefore, insufficient attention for the working conditions of such farmers will inevitably bring to the abandonment of farming activities and irretrievable loss of intangible and tangible heritage of humanity. Also, as Abler (2004) argues, it is still difficult to ensure the environmental or land management conditions are followed in return. However, there is the second pillar -Rural Development Policy - which complements the direct payments and, to some extent, provides a broader range of possibilities for the preservation of heritage values of agricultural landscapes.³⁴⁹

Agricultural Landscape through the prism of its Product – Sustainable Solution or Commodification of Heritage?

Although the quality policy does not directly concern the agricultural landscapes, it is still essential to consider this branch of the CAP. Particularly given the increasing recognition of intangible heritage and intangible dimension of agricultural landscapes, it was impossible to ignore the quality schemes of the CAP, developed within the market measures. Overall, the policy is aimed to protect and promote products with particular characteristics linked to their geographical origin as well as traditional products. It functions through the EU quality schemes for agricultural products and logos:

'Protected Designation of Origin' (PDO) – 'products that are produced, processed, and prepared in a specific geographical area, using the recognized know-how of local producers and ingredients from the region concerned'.³⁵⁰ This means that this logo is given to the products whose characteristics are linked to their geographical origin. Therefore, this 'quality mark' represents the most reliable link to the

³⁴⁹ Abler D. (2004), *op. cit.*

³⁵⁰ EC. EU agricultural product quality policy, https://ec.europa.eu/agriculture/quality_en

landscape where it was cultivated and produced, requiring that all aspects of production, processing, and preparation originate from that specific region.

‘Protected Geographical Indication’ (PGI) – ‘identifies products whose quality or reputation is linked to the place or region where it is produced, processed, or prepared, although the ingredients used need not necessarily come from that geographical area’. This means that PGI ‘quality mark’ is mainly used to underline the local *savoir-faire*,³⁵¹ as compared to the PDO, where all of the production processes should be within one specific territory, in the case of PGI, if just one of the stages of production, processing, or preparation taking place in the region, it is enough to have PGI logo. If, for example, the ingredients need not necessarily come from that geographical area.

*‘Traditional Speciality Guaranteed’ (TSG) – ‘compared to the previous definitions it is not a geographical indication as such, but focuses the spotlight on tradition, identifying products of a traditional character, either in the composition or means of production, without a specific link to a particular geographical area’.*³⁵² Thus, TSG is the quality mark which is less attached to the agricultural landscape. However, it can still contribute to the promotion of the specific region or national territory.

EU product quality schemes and logos relate to agricultural products and foodstuffs, wines, spirits, and aromatized wines. The Regulation (EU) No 1151/2012 of the European Parliament and of the Council of 21 November 2012 on quality schemes for agricultural products and foodstuffs is the primary legal tool regulating the registration of such products, which then guarantee their protection according to broader intellectual property rights of EU. The Regulations recognize that such products make a significant contribution to the living cultural and gastronomic heritage of the European Union³⁵³. It further states that *‘an agricultural product or foodstuff bearing such a geographical description should meet certain conditions set out in a specification, such as specific requirements aimed at protecting the natural resources or landscape of the production area [...]’*.³⁵⁴ Further, the specification outlines that the amendment to a product specification is possible in the case when it affects the defined geographical area³⁵⁵. However, the regulation does not specify how they evaluate such effects.

³⁵¹ Ibid.

³⁵² Ibid.

³⁵³ Regulation (EU) No 1151/2012, art. 1.

³⁵⁴ Ibid., Art. 23

³⁵⁵ Ibid., Art. 53 (d)

The time threshold for the protection of quality marks varies across the EU countries. In Italy, for example, the production methods of an agricultural product must be homogeneous across the territory and used for the period not less than 25 years.³⁵⁶ Thus, the traditional character of a product is defined through a particular time threshold. Besides the quality mentioned above labels, there are also several quality marks included in the optional quality terms, voluntary certification schemes, and separate rules on organic farming. Thus, there are labeling systems for agricultural and food products of mountain farming as well as products of EU's outermost regions using the specific graphic symbol in order to face difficulties relative to geographical and meteorological conditions.

The EU undertakes the promotion of its quality schemes through participation in fairs and communication campaigns such as 'Tastes of Europe.' Overall, such quality logos, particularly the geographic indications, represent a robust marketing tool not only for the products but also for the landscape where it is produced. The actors who benefit most from the policy are consumers protected from fakes as well as producers and groups of producers who can market their products better while providing them legal protection from misuse or falsification of a product name. In terms of agricultural landscape protection, such policy serves as an instrument linking products to a specific production area and therefore giving additional value to the production territory. Thus, such a policy can be regarded as a sort of marketing tool contributing to the attractiveness of the agricultural landscapes. The outcome of such a policy instrument on the state of landscape is twofold.

On the one hand, touristic activities (e.g., enotourism, agritourism) may attract additional capital for maintenance of the physical state of the landscape. On the other hand, however, uncontrolled tourist flow may have an adverse result on the intangible component of the landscapes and its perception-based qualities (e.g., Bordeaux PDO). In both cases, it is difficult to evaluate the impact of the quality policy on agricultural landscape, since this relation is not direct.

³⁵⁶ Art.1,c. DM 350/1999

2.2.2. EU rural development measures for the preservation of agricultural landscapes³⁵⁷

The so-called Pillar 2 of the CAP, the EU rural development policy, was initially introduced simply as income support for farmers operating in poor quality lands. Currently, the policy is governed by the Regulation 1305/2013, herein referred to as the Regulation, which stipulates that *'restoring, preserving and enhancing ecosystems [...] including high nature farming as well as the state of European landscape'* is one of the six priority areas of the policy for 2014-2020³⁵⁸. This demonstrates an increasing awareness of the environmental and landscape values present in agricultural lands and on the critical role played by the policy measures in their preservation.

The EU rural development policy for the period 2014-2020 is articulated in six priority areas: 1) *knowledge transfer and innovation*; 2) *farm viability and competitiveness*; 3) *food chain organisation and risk management*; 4) *restoring, preserving and enhancing ecosystems*; 5) *resource-efficient, climate-resilient economy*; *Social Inclusion and Economic Development*.³⁵⁹ While designing their RDPs, the EU Member States and regions have to address at least four priority areas set by the Regulation. However, the selection of the focus areas, measures, and sub-measures is under the jurisdiction state/regions, and therefore can be shaped according to regional characteristics and needs³⁶⁰. The analysis of the Regulation has shown several measures that theoretically can be used in the preservation of tangible and intangible elements of the agricultural landscapes (see Appendix E). There is a wide range of rural development measures that can have positive outcomes on landscape protection through the incentives for environmentally sustainable land use and production systems. A specific rural development measures (e.g. 'agri-environmental payments,' 'farm and business development') might have positive outcomes on landscape protection through their impact on land use and production systems. However, the public-good provision and preservation of agricultural landscapes are still regarded as a by-product of CAP measures and land use activities.³⁶¹ Thus, according to Strecker (2018), within EU Agricultural Policy, *'the conceptualization of landscape is still a*

³⁵⁷ This section is based on the author's publication Salpina, D. (2019), *op. cit.*: doi: <http://10.7390/94139>

³⁵⁸ Art. 5, Regulation 1305/2013.

³⁵⁹ EC. The European Network for Rural Development (ENRD) <https://enrd.ec.europa.eu>

³⁶⁰ Art. 6, Regulation 1305/2013.

³⁶¹ See Lefebvre M., et al. (2013), *Agricultural landscapes as multi-scale public good and the role of the Common Agricultural Policy*, the 2nd AIEAA Conference, Parma.

*rural, scenic one-emphasizing natural values over cultural ones – rather than connoting the various ways in which people interact with and relate to landscapes (the cultural dimension).*³⁶²

Although the rural heritage and cultural values embodied in agricultural landscapes are cited in several documents and the official web sites, such considerations remain superficial since there is no specific policy focusing on procedural methods for identification and protection of the cultural value elements present in the agricultural landscapes. Thus, it is essential to note that the Regulation does not mention UNESCO sites or cultural landscapes in a specific manner. The reference is made only to the Natura 2000 sites³⁶³ and natural protected areas. In this view, the communitarian rural development policy leaves room for adapting a broader policy framework on a domestic level. Therefore, the local (regional) rural development plans can serve not only as of the operative instruments but also develop a system going beyond merely environmental and production objectives. In order to understand how the rural development policy measures are articulated at the local level, the next section will focus on the regional RDP in Italy.

2.2.3. Regional rural development plans in Italy

Respecting the principle of subsidiarity, the Regional Rural Development Plans in Italy, known as PSR (*Piano Sviluppo Rurale*) base on the objectives defined by the Italian Ministry of Agricultural Policy, Food, Forestry and Tourism (Mipaaf). Further, each region chooses and adapts the measures responding to its regional agricultural potentials, socio-economic, and administrative conditions, as well as necessities identified employing SWOT analysis. The analysis of 20 Regional RDPs in Italy has shown that the majority incorporate all measures evaluated in Appendix E. While only a few have skipped the measures for ‘fragile’ (measure 5) and ‘difficult’ (measure 13) agricultural landscapes (see the table below).

Region	Measure (1)	Measure (4)	Measure (5)	Measure (6)	Measure (7)	Measure (10)	Measure (13)
Abruzzo	+	+	+	+	+	+	+
Basilicata	+	+	-	+	+	+	+

³⁶² Strecker, A. (2018) *op.cit.*, p. 126

³⁶³ Natura 2000 sites are natural areas protected under the Habitats Directive 92/43/EEC.

Calabria	+	+	+	+	+	+	+
Campania	+	+	+	+	+	+	+
Emilia-Romagna	+	+	+	+	+	+	+
Friuli-Venezia Giulia	+	+	-	+	+	+	+
Lazio	+	+	+	+	+	+	+
Liguria	+	+	+	+	+	+	+
Lombardia	+	+	+	+	+	+	+
Marche	+	+	+	+	+	+	+
Molise	+	+	-	+	+	+	+
Piemonte	+	+	+	+	+	+	+
Puglia	+	+	+	+	+	+	-
Sardegna	+	+	+	+	+	+	+
Sicilia	+	+	+	+	+	+	+
Toscana	+	+	+	+	+	+	+
Trentino-Alto Adige	+	+	-	+	+	+	+
Umbria	+	+	+	+	+	+	+
Valle d'Aosta	+	+	-	+	+	+	+
Veneto	+	+	+	+	+	+	+

Table 9. RDP measures linked to the preservation of agricultural landscapes adapted by the Italian Regions.

Within the framework of measure 1 ‘Knowledge transfer and information actions,’ many regional RDPs (Umbria, Friuli-Venezia Giulia) have included the support for vocational training and acquisition of new skills aimed at improving competitiveness in the agricultural sector and involvement of young farmers. The measure is widely used for funding the courses for the development of managerial and technical skills. However, we were not able to find the plans covering practical training, such as the preservation of agricultural heritage, courses on building dry-stone walls, or development of the threatened agricultural technics (e.g. ‘la coltura promiscua’).³⁶⁴

Taking into account that the agricultural lands are often privately owned and that the main custodians of the intangible dimension of agricultural landscapes are the farmers, the preservation of the cultural dimension of agricultural

³⁶⁴ See Ferrario, V. (2012) *Aratorio arborato vitato. Il paesaggio agrario della coltura promiscua della vite tra fonti catastali e fonti cartografiche*, in C. Mengotti, S. Bortolami (a cura), *Antico e sempre nuovo. L’agro centuriato a nord-est di Padova dall’Antichità all’Ottocento*, Cierre Edizioni, Verona, pp. 361-386 (ISBN 978-88-8314-694-7)

landscapes strongly relies on awareness-raising activities, particularly for young farmers and those newly involved in agriculture. It is important to guide them not only in terms of preservation technics but also explain ‘why to preserve.’

Measure 4 ‘*Investments in physical assets*,’ instead, was articulated in the Regional RDPs much closer to the preservation objectives for agricultural landscapes. Many regions provide support for non-productive investments connected to the fulfillment of the agro-climatic-environmental objectives. In this context, we can outline an interesting programme developed by the RDP of Veneto. Based on the Regional requirements (*fabbisogni*)³⁶⁵, the RDP of Veneto has concentrated on the measure for ‘*naturalistic-environmental recovery of abandoned and degraded open and hilly mountain areas*.’ This measure envisages *una tantum* support for activities aimed to *recover abandoned mountain and hilly areas, used initially as lawn and pasture, and that currently affected by alien, poisonous, spiny plant species [...] limiting the permanence of characteristic flora and favoring reforestation*.³⁶⁶ In addition, the RDP encourages the introduction of new ecological structures (arboreal/shrubby, herbaceous systems) in agricultural lands of lowlands and hills of Vento.³⁶⁷ However, only a few regions went beyond a mere biodiversity conservation task. Thus, the RDP of Val d’Aosta provides the support for a tangible dimension of agricultural landscapes through 1) reconstruction of traditional drystone walls; 2) recuperation of the characteristic elements of traditional vineyards such as *pergole*, *toppie*, *piloni*, and stone *capitelli*.³⁶⁸ All Regions, however, include the support for investment in infrastructure necessary for the development and modernization of agriculture and forestry. Although in theory, it seems far from preservationist tasks, in practice, the construction of new agro-forestry-pastoral roads (Lombardia, Sicilia), irrigation channels (Trentino, Umbria, Sardegna) or monorails (like in Cinque Terre, Liguria) has augmented not only the productivity but also the vivacity of rural territories.

The measure 5 (‘*the restoration agricultural production potential damaged by natural disasters and catastrophic events and introduction of appropriate prevention actions*’) has been articulated through hydrogeological risk management actions (Lombardia); interventions for restoration of agricultural production damaged

³⁶⁵ Namely requirements n. 15 ‘improvement of quality and ecologic connectivity in agricultural and forestall environment’; n. 16 - ‘conservation of activities in historic rural landscapes and requalification of ordinary landscapes’; n. 20 - ‘safeguarding of hydrogeology and protection of quality and structure of the agricultural and forestall soil’

³⁶⁶ PSR Veneto 2014-2020, Descrizione delle Misure Selezionate, p.363

³⁶⁷ Ibid., p.372

³⁶⁸ PSR Val d’Aosta 2014-2020, p. 114

by natural disasters, atmospheric adversities and catastrophic events (Veneto, Calabria); or both (Umbria, Sardegna, Puglia, Sicilia, Piemonte, Liguria, Lazio, Toscana, Marche, Campania). Such interventions have been developed according to the types of risk factors present in the Regional territories. Thus, in the Region of Piedmont, the investments within measure 5 were directed to *the restoration of agricultural land and agricultural production potential damaged by plant diseases or harmful organisms*.³⁶⁹ Whereas in the Region of Liguria, where the hydrogeological risk factors represent the main threat for agricultural landscapes, the accent was made on the restoration of the agricultural production damaged by *atmospheric adversity, natural disasters, and catastrophic events, excluding plant diseases and parasitic infections*.³⁷⁰

Within the measure 6 '*Farm and business development*,' all RDPs provide the support for new business developed by young farmers, diversification of farms, and development in rural areas the economic activities other than agriculture.³⁷¹ In this framework, almost all regions include financial support for the development of agritourism. Thus, the RDP of Sicilia provides support for the development of agri-tourism businesses, didactic farms, and other forms of promotion and information for regional agriculture. More specifically, the RDP includes the support for restructuring, and the requalification of rural architecture for agritourism, management of open spaces for agri-camping, development of rural and tourism infrastructure.³⁷²

Within the measure 7 '*Basic services and village renewal in rural areas*,' the regional choices are less homogeneous as compared to the previous measures. Some regions made an accent on the development of touristic infrastructure (Sicilia, Trentino), others also on the infrastructure for the rural population (e.g., Liguria, Lombardia, Sardegna). Almost all Regions provide support for requalification and enhancement of rural areas and fragile rural landscapes (except Sicily, Abruzzo and Emilia Romagna); recovery and requalification of the architectural heritage of villages; restoration and redevelopment of the cultural and natural heritage of rural villages; requalification and enhancement of rural heritage in general terms. However, the support for the tangible heritage of rural landscapes

³⁶⁹ PSR Piemonte 2014-2020, Descrizione per misura, p.347

³⁷⁰ PSR Liguria 2014-2020, Descrizione delle Misure Selezionate, p. 428

³⁷¹ Exception makes Trentino, which instead focuses on the investments for diversification related to the use of renewable energy sources

³⁷² See the ongoing call of the PSR Sicilia:

<http://www.psr Sicilia.it/Misure/06/Bando%20Op.%206.4.a%20-%20Agriturismo%20-%20regime%20di%20esenzione.pdf> [last accessed 26 Nov 2018]

has its peculiarities in each Regional RDP. Thus, the RDPs of Piedmont provides such support only for the rural landscapes in mountainous areas (e.g., recovery and maintenance of mountain pastures).³⁷³ At the same time, RDPs of Basilicata and Lazio invests the conservation works only in protected areas (e.g., Natura 2000 sites, National and Regional Parks). Within the measure 10 ‘Agri-environment-climate payments’, many Regional RDPs provide the payments for agri-environmental commitments such as: conservation of agro-biodiversity and threatened crops, plant and animal species (Campania, Calabria, Tuscany, Liguria, Umbria, Sardegna, Emilia Romagna); introduction of *conservation agriculture*³⁷⁴ (Basilicata, Lazio, Lombardia, Molise, Umbria, Puglia, Lombardia); *integrated production*³⁷⁵ (Abruzzo, Campania, Liguria, Puglia, Piedmont); conservation of pastures (Marche, Veneto, Liguria, Trentino, Piedmont).

Some regions support the preservation of specific/local crops or animal species. Thus RDP of Calabria supports the farms cultivating bergamot in order to face the abandonment of this local agricultural practice, which ‘*contributes to biodiversity of the Region, threatened by urbanization and environmental problems.*’³⁷⁶ In Marche, olive groves and fruit orchards are eligible for aid within the sub-measure for the species threatened by genetic erosion. Measure 10 in the RDP of Sardegna incorporates the support for the conservation of the habitat of *gallina prataiola* (Bustard hen). In Friuli Venezia Giulia, the RDP provides specific support for integrated management of horticulture, arable lands, fruit orchards, and vineyards. Interestingly enough, it is the only RDP, which interprets ‘*the diversification of crops for reduction of the environmental impact*’ (sub-measure 10.1.4.) and ‘*the conservation of natural and semi-natural spaces of agricultural landscapes*’ (sub-measure 10.1.7.) as separate sub-measures.

The Region of Sicilia provides the payments for ‘*safeguarding the traditional landscape and terraced surfaces to fight against erosion and instability*’ (10.1.d.) through the reduction of cultivated arable surface and converting them into pastures³⁷⁷. In addition, according to the sub-measure 10.1.h, the farmers

³⁷³ See PSR Piemonte, p.400

³⁷⁴ According to FAO Conservation Agriculture bases on three principles: ‘*minimum tillage and soil disturbance, permanent soil cover with crop residues and live mulches, crop rotation and intercropping*’. FAO (2014) The 3 principles of conservation agriculture, p.3

³⁷⁵ Integrated production (IP) is ‘*a concept of sustainable agriculture based on agro-ecology and a system approach that aims at contributing to sustainable, resilient, profitable and robust farming system*’. IOBC: www.iobc-wprs.org

³⁷⁶ PSR Calabria (2014-2020)

³⁷⁷ Annex A, PSR Sicilia 2014-2020, p.22

(*agricultori custodi*) can benefit from the Regional PSR support if they maintain their fruit orchards in the perfect state through periodic *maintenance of the ground, pruning, irrigation and other methods of agricultural practice that can save the plant species and production*³⁷⁸. Val d'Aosta supports traditional management of forage on the bottom of the valley.³⁷⁹ While in the RDP of Lombardia, the sub-measure 10.1.08 encourages the *preservation of management practices necessary for the conservation of habitats otherwise at risk of disappearances*, such as reeds, fen, and Molina meadows. These plants are considered to have particular importance for the breeding and feeding of the local fauna. Thus, financial support can be granted to those who use peculiar agricultural practices contributing to the preservation of such habitat.

Measure 13 '*Payments to areas facing natural or other specific constraints*' was also adapted by almost all RDPs (except Puglia). Within this measure, many Regions provide compensatory payments or allowance for the farmers in mountain areas (Basilicata, Abruzzo, Lombardia, Lazio). At the same time, few include the addition compensatory allowance for the areas of other significant natural (Calabria, Liguria, Sardegna) and specific contains (Campania, Sicilia). In addition, some Regions have a specification in terms of crops or agricultural practices supported. Thus, the Region of Lombardia specifies that the support is available only for the farmers, which manages lawns, pastures, meadows, vineyards, olive orchards, chestnuts, as well as grazing of specific animal species (bovine/buffalo, sheep, and goats). The annual payments and allowance are calculated according to profit loss and costs related to natural and other disadvantages. Whatsoever, only *active farmers*³⁸⁰ can be granted such support. The aim of this measure is to avoid the abandonment of such areas, *which can bring negative consequence in terms of hydrogeological assets and loss of biodiversity*. Instead, the Region of Calabria, requires that the farms should provide not only ecosystem services but also benefit the agricultural landscapes: '*[...] sostiene l'attività agricola e consente la continuità nell'erogazione dei servizi ecosistemici forniti dall'agricoltura (qualità dei suoli, riduzione rischio incendi, riduzione rischio idrogeologico, presidio della biodiversità e del paesaggio agrario)*'.³⁸¹

³⁷⁸ Ibid., p. 35

³⁷⁹ PSR Val d'Aosta, p.168

³⁸⁰ According to the Art. 9 of the Regulation (EU) 1307/2013, the active farmers are the farmers who are not involved in business/activities from the 'negative list' (airports, waterworks, real estate services, railway services and permanent sport and recreational groups), unless they can prove that their farming activities are not marginal.

³⁸¹ RDP Calabria 2014-2020, Sottomisura 13.2.1.

Overall, it seems that the preservation of local agricultural practices within the RDPs is primarily motivated by their environmental benefits, rather than social or cultural values. In theory, such interpretation and objectives do not interfere with the preservation of the cultural dimension of agricultural landscapes. However, it is important to take into consideration that the biodiversity and environment driven conservation is not always equal to the conservation of cultural or historic values. Thus, the preservation of bergamot cultivation with the mere objective of biodiversity conservation will not automatically lead to the preservation of its cultural dimension, which is expressed, above all, through the historic elements such as farmers' huts, hedges, dry stone walls. In the case when such historic elements will not be considered as the necessary condition for biodiversity conservation, they risk disappearing. In order to understand the *de-facto* effects of the current Rural Development Policy, the next Chapter focuses on the case of RDP Liguria (2014-2020) and of RDP Veneto (2014-2020).

2.2.4. New perspectives of the agricultural policy in Italy

Besides the implementation of the EU rural development policy, currently, Italy is actively pursuing the national policy to accelerate the competitiveness of the national production and protection of the label '*Made in Italy*'. In the last decade, several programs, provisions, the law directly related to the protection of agricultural landscapes have been developed within the framework of the national agricultural policy. This includes the Provisions of the Chamber of Deputies on the protection of the characteristic citrus groves (n. 127/2017, '*Disposizioni per la salvaguardia degli agrumeti caratteristici*'), the Law for protection of monumental trees (n. 10/2013 '*Norme per lo sviluppo degli spazi verdi urbani*'), the Provisions on vine cultivation, wine production and trade (n.238/2016 *Il Testo Unico della vite e del vino*), as well as the Registry of rural landscape and practices. The development of these legal and institutional instruments demonstrates an increasing interest in the national agricultural policy to the issues faced by the traditional agricultural practices and landscapes, including hydrogeological instability, socio-economic constraints, and climate change. However, within the framework of this research, we will focus only on the latter two instruments of the Italian agricultural policy, which have closer relevance to the case studies discussed in the following chapter.

2.2.4.1. National registry of rural landscapes and practices

One of the key tools of the National Agricultural Policy aimed at identification and enhancement of rural landscapes is National Register of Rural Landscapes of Historical Interest, Agricultural Practices and Traditional Knowledge (*il Registro nazionale dei paesaggi rurali di interesse storico, delle pratiche agricole e delle conoscenze tradizionali*) managed by homonymous National Observatory. Thus, the cultural dimension of agricultural landscapes is recognized within the broad framework of rural landscapes. Art. 2 (a) of the Ministerial Decree n. 17070/2012 establishing the Observatory and the Registry defines the traditional rural landscape of historical interest as *'portions of territory classified as rural and / or linear or punctual elements, which, retain clear evidences of their origin and history, while continuing the evolutionary process and maintaining the social and economic significance'*.³⁸² As we can see, this definition is inclusive and apart from cultivated landscapes, include the landscapes produced by pastoral and forest management practices.

The only condition is that they should transmit traditional or historic significance. It is considered that such landscapes usually have been preserved helped to the slow evolutionary process, reflected through the limited use of modern technologies in from of mechanization, irrigation, as well as the use of chemical fertilizers. The Register focuses on three categories of 'sites': 1) traditional rural landscape of historical interest; 2) agricultural practices; 3) traditional knowledge. Where traditional practices are defined as *'complex systems of ingenious and diversified techniques, based on the local knowledge expressed by the rural civilization, which have made an important contribution to the construction and maintenance of associated traditional landscapes'*³⁸³; and traditional knowledge as *'immaterial aspects such as linguistic forms, spiritual and cultural values, popular ceremonies and traditions, fairy tales and legends, practical knowledge and techniques, naturalistic and environmental knowledge related to forestry, agricultural and pastoral*

³⁸² Author's translation from it.: *'porzioni di territorio classificato come rurale e/o elementi lineari o puntuali, che pur continuando il loro processo evolutivo conservano evidenti testimonianze della loro origine e della loro storia, mantenendo un ruolo nella società e nell'economia.'* Art. 2 (a) Decreto del Ministro n. 17070 del 19.11.2012 - Istituzione dell'Osservatorio Nazionale del Paesaggio Rurale, delle Pratiche Agricole e Conoscenze Tradizionali

³⁸³ Author's translation: *'sistemi complessi basati su tecniche ingegnose e diversificate, basate sulle conoscenze locali espressa dalla civiltà rurale, che hanno fornito un contributo importante alla costruzione ed al mantenimento dei paesaggi tradizionali ed esse associati'*. Art 2 (c), Ibid.

activities, forms of settlement and management systems of agriculture'.³⁸⁴ Looking at this categorization of 'sites,' we have asked whether it is suggesting to make a conceptual separation of the tangible (traditional rural landscapes) and the intangible (agricultural practices and knowledge) dimensions of the rural landscape? According to the clarification given by Professor M. Agnoletti, the scientific coordinator of the National Observatory of Rural Landscapes, the traditional practice might not necessarily anchor to a landscape. However, such practice can be a fundamental element of a historic rural landscape³⁸⁵.

Would this mean that the traditional rural landscapes do not include the agricultural practices and knowledge, while the latter can exist without landscape (its physical dimension)? Probably, the answer is no because traditional practices and knowledge is what has shaped and will continue to shape such landscapes. If such practices would be forgotten, the landscape will change, and eventually, its historic value will disappear. Although I can imagine the traditional practices and knowledge adapted in the new landscape, it is still hard to accept that such practices have survived without their material expression (landscape). Thus, there is a subtle line between the tangible and intangible dimensions of agricultural landscapes. However, when it comes to International List or National Register, classification and categorization are the practical tools, which can optimize the enhancement and simplify the selection process.

In order to be listed in the Register, regardless of the category, the 'sites' must meet the selection criteria - 'significance' and 'vulnerability' – to some extent recalling the criteria of the World Heritage Convention. However, the criteria of *significance* in the case of the National Register is not referred 'outstanding universal value' praised by UNESCO, but to significance at the national level. However, it does not exclude the sites whose significance goes beyond the national scale. In practical terms, it proposes to determine the historic significance in reference to settlements and infrastructure (road, irrigation and hydraulic networks, scattered dwellings, and villages, the spatial organization of agricultural activity); hydraulic-agrarian systems, forms and dimensions of

³⁸⁴ Author's translation: '*aspetti immateriali quali forme linguistiche, valori spirituali e culturali, cerimonie e tradizioni popolari, fiabe leggende, conoscenze e tecniche pratiche, conoscenze naturalistiche e ambientali relative alla attività agricole, forestali e pastorali, alle forme insediative e alle forme di conduzione agraria.*' Art 2 (d), *ibid*.

³⁸⁵ '*Se ad esempio si candida la coltura promiscua della Lucchesia nel registro, si tratterebbe di una pratica, non è necessariamente ancorata ad un paesaggio iscritto o da iscrivere, anche se ovviamente può essere elemento fondamentale di un paesaggio rurale storico.*' – from personal concordance with Prof. Agnoletti on 13.11.2018

parcels; types of crops and breeding. It defines significance as a set of values of landscapes and proposes to identify it according to the concepts of persistence, uniqueness, and integrity. More precisely, the **persistence** is referred to the possibility of identifying in the contemporary landscape the elements that can be traced back to previous eras. In other words, the persistence is defined by the historicity of rural landscapes and the existence of the strong link between physical elements and socio-economic systems that have shaped this landscape. *Uniqueness* is not a mandatory criterion of the Register, which contests its inventorial character: *'Registro che ha soprattutto un carattere inventariale, ma aggiunge valore alla significatività del paesaggio'*. Still, as the World Heritage List, it invites to 'prove' the uniqueness of rural landscape through a comparative analysis with other landscapes of the same type.

Integrity, along with persistence, is defined as the main factor justifying the significance of the landscape and its inclusion in the Register. It refers to the state of conservation of all the elements that define the historical value of the proposed 'site'. Thus, the landscape that has kept intact its components, for example, traditional crops, is deemed to have an integrity value. The actors promoting the inscription of the rural landscape in the Register are invited to demonstrate its integrity employing two methods:

First, analysis of the integrity of land use structure, according to the method of multitemporal analysis VASA (*Valutazione Storico Ambientale*) or Historic Environmental Assessment. The method was elaborated to assess the anthropogenic influence in the landscape by evaluating its evolution over time. More specifically, the promoting parties should take as a reference to the data of the current state of the landscape, and the data from 1954. That is because a flight over the entire national territory (GAI flight), which now provides the last aerial photos of the Italian landscape before the great agricultural transformations (CAP) was realized in 1954. Based on this data, promoting parties should construct the land use map (e.g., grasslands, arable lands, vineyards, settlements) before the industrialization of agriculture and compare it with the current state of the rural landscape. By overlaying two maps, it is possible to obtain the map of dynamics that allows identifying the degree of preservation and integrity of the rural landscape. In addition, it proposes to calculate the Historical Index in order to identify the value of each land-use type employing the formula: $HI = Hpv * Hgd / Pgd$, where Hpv stands for historical persistence value; Hgd is the extension in hectares of a type of land use in 1954, and Pgd is

extension in hectares of a type of current land use.³⁸⁶ Thus, through this calculation, it is possible to compare and understand which type of land use in the landscape (patches of the landscape mosaic) needs to have more attention.

Second, the method allows identifying the categories of integrity according to the classification adopted specifically for the National Register. This method is based on the system of classes, from I to VI: class I (0%-20%); class II (20%-35%); class III (35%-50%); class IV (50%-65%); class V (65%-80%); class VI (80%-100%). In order to be inscribed in the National Register, settlements and infrastructure present in the area should not visually interfere with the historic rural landscape. For example, if the contemporary infrastructure such as highway, industrial areas, farms, viaducts, produce significant visual impact, the candidature of rural landscape most likely would fail. For that reason, it is proposed to use the methods mentioned above, allowing to identify if the road networks, the size of buildings present in the area, did not undergo substantial changes compared to the images before the massive industrialization in the 1950s. Only the rural landscape where the new build structures equal to 25% of those existed in the 1950s can be accepted in the National Register. This method uses the data from the results of previously described VASA.³⁸⁷

Besides the conceptual criteria such as persistence, integrity, uniqueness, in order to enter in the register, the rural landscape should enter into the dimensional threshold depending on its types. Thus, the extensive landscapes (such as forests, pastures) should have a minimum extension of 500-1000 ha. The so-called medium-intensive landscapes, including meadows, open fields, arable lands, should cover not less than 250-500 ha. While the intensive landscapes, such as vines, fruit trees, horticulture, or other landscapes with the intensive hydraulic-agrarian system (terracing, *ciglionamenti*) should enter into the dimensional boundary of 100 - 200ha. Such 'discrimination' based on extension is explained by the necessity to focus on landscape, instead of its parcels ('*tessere del mosaico paesistico*'). It is reasonably argued that considering the territory on the landscape scale, instead of single uses, allows having a broader understanding and guarantees better resilience of the system.

³⁸⁶ All. 2 Metodologia VASA, Criteri per la Candidatura delle aree del Registro Nazionale del Paesaggio Rurale Storico. Rf: [www.reterurale.it/downloads/All 2 VASA metodologia per la valutazione integrit_.pdf](http://www.reterurale.it/downloads/All_2_VASA_metodologia_per_la_valutazione_integrit_.pdf)

³⁸⁷ All.3 Calcolo del livello di integrità del paesaggio storico, Criteri per la Candidatura delle aree del Registro Nazionale del Paesaggio Rurale Storico. Rf: [http://www.reterurale.it/downloads/All 3 Integrit_.pdf](http://www.reterurale.it/downloads/All_3_Integrit_.pdf)

Vulnerability is another major criterion used in the selection of rural landscapes, agricultural practices, and traditional knowledge. It serves as an indicator of its stability and possibility that the landscape will remain intact in the future. The ‘vulnerability’ in the framework of the National Registry is articulated in two ways: 1) the vulnerability of the elements that define the significance of the landscape; 2) the risk factors of landscape system and its characteristics. Thus, in order to be inscribed in the National Register, rural landscape must meet the following conditions: have an adequate protection mechanisms for rural landscape; have the urban planning instruments, which does not include significant land-use changes; the presence of companies and an adequate generational turnover; the presence of typical productions linked to the historical landscape. To sup up, the criteria of selection within the framework of the National Register can be graphically demonstrated, as in the figure below.

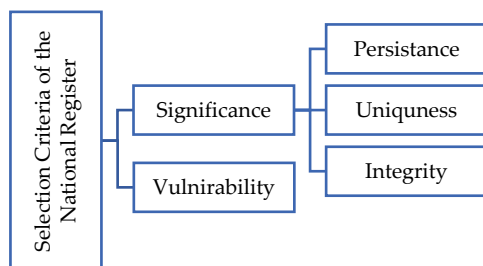


Figure 30. Selection criteria of the National Register of Historic Rural Landscapes ³⁸⁸

As of November 2018, there were 14 ‘sites’ in the National Register. Only two of them are classified as traditional practices, while no sites inscribed under the category of traditional knowledge (see table 10). The major part of the rural landscapes inscribed in the Register is vine and olive terraces. Usually, the candidatures are promoted by the local municipalities and the Associations related to the production. In a few cases, the candidature was proposed by the local non-for profit association (Cultural Association *Borgo Baver onlus*) and natural parks. It is important to know that before the preparation of the Dossier for rural landscape, the Ministry should be notified of the existence of such landscape. The form of notification (*scheda segnalazione*) should include the data

³⁸⁸ The elaboration of the author based on ‘Criteri per la Candidatura delle aree del Registro Nazionale del Paesaggio Rurale Storico’. Rf: http://www.reterurale.it/downloads/Criteri_candidatura.pdf [last accessed 14 Nov 2018]

such as level of integrity, references to the rural landscape plan, types of property, boundaries, risk factors, and so on. Thus, the proposal of inscription would unlikely to derive from individuals.

Name	Category	Type	Year	Region	Promoter/ manager
Colline vitate del Soave	Rural landscape	vineyards	2016	Veneto	Consorzio tutela Soave
Le Colline di Conegliano Valdobbiadene - Paesaggio del Prosecco Superiore	Rural landscape	vineyards	2016	Veneto	Consorzio tutela Conegliano
I Paesaggi silvo-pastorali di Moscheta	Rural landscape	silvo-pastoral	2016	Tuscany	L'Unione dei Comuni Montani del Mugello.
Oliveti terrazzati di Vallecorsa	Rural landscape	olive terraces	2017	Lazio	l'Associazione Nazionale Città dell'Olio, Comune di Vallecorsa
Paesaggio Agrario della Piana degli Oliveti Monumentali di Puglia	Rural landscape	olive terraces	2017	Puglia	Parco Naturale Regionale delle Dune Costiere
La Transumanza	Traditional agricultural practice	pastoralism	2017	Molise, Abruzzo, Puglia	L'Agenzia di Sviluppo Rurale MOLIGAL
Il Paesaggio Policolturale di Trequanda	Rural landscape	policulture	2018	Tuscany	Comune di Trequanda
Paesaggio della Pietra a Secco dell'Isola di Pantelleria	Rural landscape	policulture	2018	Sicily	Comune di Pantelleria, Parco nazionale dell'Isola di Pantelleria
La piantata veneta	Traditional agricultural practice	policulture	2018	Veneto	Associazione Culturale Borgo Baver onlus
Fascia pedemontana olivata Assisi - Spoleto	Rural landscape	olive terraces	2018	Umbria	Comune di Trevi, l'Associazione nazionale Città dell'Olio e il Comune di Trevi
Parco regionale Storico agricolo dell'olivo di Venafro	Rural landscape	olive terraces	2018	Molise	Comune di Venafro, l'Ente Parco Regionale Storico agricolo dell'olivo di Venafro

Il paesaggio rurale storico di Lamole - Greve in Chianti	Rural landscape	policulture	2018	Tuscany	Associazione 'I Porfumi di Lamone'
Limoneti, vigneti e boschi nel territorio del Comune di Amalfi	Rural landscape	lemon terraces	2018	Campania	Comune di Amalfi
Vigneti del Mandrolisai	Rural landscape	vinyards	2018	Sardegna	Comune di Atzara e Comune di Sorgono

Table 10. The 'sites' inscribed in the National Registry of Historic Rural Landscapes as of November 2018.

In practical terms, the Register has three main functions: First, it helps the Observatory to identify and catalog traditional rural landscapes or those of historical interest, traditional practices, and knowledge present within the national territory.³⁸⁹ Second, it is used as an instrument for organization and management of data on rural landscapes and traditional practices, ensuring their conservation and providing accessibility of such information to the public. Third, it serves as a 'checkpoint' for the potential World Heritage Sites, Immaterial Heritage, UNESCO Biosphere Reserves or GIAHS. This means that after the inscription in the National Register, the rural landscapes receive a sort of 'pass ticket' to the internationally renowned label such as UNESCO or GIAHS. For that reason, the candidature of rural landscapes to the National Register is becoming of great interest to the local producers and other originations concerned with the 'branding' of territory. It is important to note that the inscription in the National Register does not bring legal bindings in the form of land use or other regulations. The inscription of rural landscape to the Register guarantees the publicity and promotion of the rural landscape.³⁹⁰ The only measure, which can guarantee the protection of registered rural landscapes is its cancelation from the list in the case of loss of the 'original character'.³⁹¹ Whether the interest to add more value to the local products through the territorial promotion reveals merely opportunistic logic, or not, the Register is an excellent

³⁸⁹ It is outlined that during the selection process the Observatory takes into account both scientific evaluations and the opinion of local community, subjects and interested population. See Art 4 (a) Decreto del Ministro n. 17070 del 19.11.2012

³⁹⁰ Ibid.: 'Il Ministero assicura adeguata pubblicità al Registro Nazionale ed ai Paesaggi ivi iscritti, anche attraverso la sua pubblicazione, in una sezione dedicata e facilmente accessibile, del sito internet istituzionale del Ministero e di quello della Rete Rurale Nazionale.'

³⁹¹ Ibid.: 'Qualora il Paesaggio Rurale, iscritto per effetto dell'articolo 1, perda le caratteristiche originarie che ne hanno determinato l'iscrizione nel Registro Nazionale, l'O.N.P.R., sentiti i soggetti interessati, procede a maggioranza alla sua cancellazione.'

tool to raise public awareness on the cultural dimension of agricultural landscapes.

2.2.4.2. Law on vine and wine – a promising model for the sustainable management of agricultural landscapes

Last year has seen the introduction of new legislative documents directly concerning the Italian agricultural landscapes. One of them is Law n.238/2016, including Provisions on vine cultivation, wine production, and trade (*Disciplina organica della coltivazione della vite e della produzione e del commercio del vino*) known as *Il Testo Unico della vite e del vino*, which has entered into force in 2017. What is particular of this legislative text is that it unifies several normative instruments of the sector. Thus, it contains the national rules for production, marketing, designations of origin, geographical indications, labeling and presentation, management, controls, and the system of penalties and well as the Communitarian norms on which the sectoral national legislation bases: the Law n.82/ 2006, concerning the Common Market Organization (CMO) of wine; the legislative decree n. 618/2010, concerning the protection of designations of origin and geographical indications of wines; the regulation EC n.1493/99 relative to the common organization of the wine market; the EU n.1308/2013 regulation.

However, the intent of the idea of the Italian Chamber of Deputies who drafted this text was not to make a compilation of national and EU laws on wine, which are many and not easy for interpretation of the concerned subjects (producers, farmers). Given increasing requests from the sector, the idea of new provisions was aimed to *simplify the process, extra and useless procedures, so to make the sector more competitive*.³⁹² However, one of the primary impetus for this sectoral legislation was the Italian wine export, which in 2015 became the first wine producer. Thus, the idea was to construct a legislative framework, which can protect and leverage the quality of Italian wine.³⁹³ Including all national legislations concerning the wine and vineyards, it is often called ‘the bible of wine’. Indeed, it covers a broad range of topics: production and commercialization of wine (title II); protection of

³⁹² Deputati PD (2016). Dossier n. 171: ‘*Disciplina organica della coltivazione della vite e della produzione e del commercio del vino*’, p.1

³⁹³ See Discussione in Assemblea (19 settembre 2016), Atto Camera: 2236, p. 2. Rf: <http://www.camera.it/leg17/410?idSeduta=0675&tipo=stenografico#sed0675.stenografico.it00020.sub00010.int00020> and Dossier with all modifications during the process. Rf.: <http://www.camera.it/leg17/126?tab=6&leg=17&idDocumento=2236&sede=&tipo=>

denominations of origin, geographical indicators traditional marks (III); labeling, presentation and advertising (IV); discipline on vinegars (V); administrative performance and controls (VI); system of sanctions (VII); transitional norms (VIII). What makes this legislative text important for this research, is that it recognizes wine, vineyards, and viticultural territories as the national cultural heritage, which should be protected and enhanced in the aspect of social, economic, productive, environmental and cultural sustainability: *‘Il vino, prodotto della vite, la vite e i territori viticoli, quali frutto del lavoro, dell ‘insieme delle competenze, delle conoscenze, delle pratiche e delle tradizioni, costituiscono un patrimonio culturale nazionale da tutelare e valorizzare negli aspetti di sostenibilit  sociale, economica, produttiva, ambientale e culturale’* (art.1). Such wines and vineyards represent the result of work, a combination of skills, knowledge, practices, and traditions. Thus, probably newly cultivated lands won’t be able to receive the status of national cultural heritage. Particular attention is given to the Italian native vine (*vitigno autoctono italiano*) or ‘Italic grape,’ which is the vine belonging to the species *Vitis vinifera*, originated from Italy and present in geographic areas within the national territory (art. 6).

Further, article 7 of the legislative text provides the measures on the protection of *heroic or historic vineyards*. The text does not give an explicative definition of the heroic or historic vineyards. However, it states that the State warrants’ *promoting restoration, recovery, maintenance and protection of vineyards in areas subject to hydrogeological risk or having particular landscape, historical and environmental value’* (art. 7.1). Thus, we can assume that the heroic and historic vineyards are those, which have a landscape, historic, and environmental value and those located in the territories with natural constraints for agriculture. Indeed, according to the characteristics of heroic viticulture identified by the CERVIM (the Centre for Research, Environmental Sustainability and Advancement of Mountain Viticulture), those are *vineyards at altitudes over 500 meters (1600 feet), planted on slopes greater than 30%, on small islands in difficult growing conditions, on terraces or embankments.*³⁹⁴.

Besides, the Provisions specify that the protection is given to *the vineyards situated in the areas designated for the cultivation of the vine, were the specific environmental and climatic conditions endows the product with the unique characteristics, as it is closely connected with the territory of origin* (Art.7.2). From here, we can trace the reference to the definition of the products of designated origin (PDO), which characterized by their territorial bind. Interestingly enough, although it is

³⁹⁴ See the web site of the CERVIM <http://www.cervim.org/viticultura-eroica.aspx>

sectoral legislation, it gives room for inter-sectoral cooperation. The Mipaaf should establish the criteria for identification of such vineyards and the types of interventions, in agreement with MiBAC and MATTM, as well as Regions and the Autonomous Provinces (Art. 7.1). It is yet early to evaluate the inter-sectoral collaboration within the framework of these Provisions.

In addition, they can identify sustainable techniques linked to traditional agriculture, and integrated production (following the national guidelines on integrated production, quality system, or organic production) must be used in compliance with the structural elements of the landscape and with techniques and materials adequate to maintain the characteristics of typicality and tradition of local identities. Thus, there is still a direct reference to the national and, therefore, European Quality schemes, and we can assume that the scope of this legislation will be limited to the productive agricultural landscapes, and in particular, those producing DOC, DOCG, or IGT wines. There seems to be a gradation of the DOC, DOCS, or IGT vineyards according to their historic significance. Thus, the specification of 'classico' for wines and 'storico' for *spumanti* can be attributed only to the most antic part of production zone.³⁹⁵

Another novelty introduced by the Provision is the registry of vineyards and inventory of productive potential (*schedario vitivinicolo e inventario del potenziale produttivo*), which was first introduced in the EC regulation n. 436/2009 and EU regulation n. 1308/2013. It contains the geographic information (GIS) of the single vineyards (DOCG, DOC, IGT), as well as regularly updated information on the productive potential in the national wine sector. The vineyard registry is managed by the Regions and controlled by AGEA (Agency for supply in agriculture) (Art. 8). In addition, according to new regulations, if farmers would like to cultivate new vines for productive purposes, they should use only those, which enter into the 'National Registry of the vine varieties'³⁹⁶ and eligible for the relevant administrative area. For example, in the production zone of Chianti DOCG wine, the farmers and producers are not allowed to cultivate the vines of other regions or countries, '*non idonei*' for the Region of Toscana (art.5.1.) All of that is made to enhance and protect the label of 'Made in Italy.' Article 68 of the provision has introduced the public access to the information on the import of wine products, includes typologies of the production, national producers, and

³⁹⁵ For example, the territory of Soave Classico DOC enters into the large production zone of Soave DOC and indicates that in those few hills between the village of Soave and Monteforte the vine cultivation has started much earlier than in other parts of Soave hills.

³⁹⁶ The Registry was established by the Presidential Decree n. 1164/1969

quantity, which is believed to protect the Italian wine quality labels local from falsification. The provision also touches the subject of wine-related tourism - ecotourism. It introduces the new function for the consortium, stating that the Consortiums in collaboration with other private and public entities/organizations can work for the promotion of enotourism (art.41.11). If we consider that many Consortiums have already been involved in such activities, this novelty of the provision will not change much their functions.

In addition, the provision introduced the Wine Roads (*Strade del vino*) as a tool to promote vine and wine-related tourism at the national level (art. 87). Traditional agricultural products (PDO, PGI) of the vine-growing farms and additional tourism services now can be administrated through the tools called '*Strade del vino*,' provided they do not interfere with the wine administration. The commercial activities related to enotourism, such as accommodations in the cellars, visits to the cellars and vineyards, wine tastings in the cellars, the administration of uncooked food, and related to typicality territorial areas in which the cellars and vineyards insist are considered as agricultural income. The text has been criticized by the opposition due to the abundance of technical details instead of the values of this heritage. This argument was supported by the fast growth of technology, which consequently will lead to a need for other changes and normatives.

2.3. Agricultural landscape as an Environmental Asset

2.3.1. Habitats Directive – preserving the 'natural container'

The Habitat Directive adopted by the EC in 1992, together with the Birds Directive (1979), form the base of the European nature conservation policy. The Habitat Directive on the conservation of wild fauna, flora, and natural habitats aims to promote the maintenance of biodiversity, *taking account of economic, social, cultural and regional requirements*.³⁹⁷ At first glance, this objective and the nature of the Directive may seem to be far from the protection of agricultural landscapes. However, given the fact that many agricultural landscapes host the

³⁹⁷ Art. 2 (3), EEC. (1992, July 22). Council Directive 92/43/EEC on the conservation of natural habitats and of wild fauna and flora. OJ L206.

endangered and rare fauna and flora, they fall into the definition of 'natural habitat' protected within the scope of the Directive.³⁹⁸

In addition to the protection of particular plant species and their habitats, the Directive provides an essential framework for the protection of *special areas of conservation* (SACs). Such areas across the EU establish a network of representative habitats called Natura 2000. The key instrument of the Directive is this ecological network of protected areas. It can be associated with the UNESCO WH List, though, limited to the 'natural sites' and the European continent. However, these areas differ considerably from already existing natural reserves in local, state or international protection (e.g., IUCN). Thus, the inscription in Natura 2000 does not suppose the exclusion of human activities; instead, it is centred on human-nature relations and sustainable management of natural resources.³⁹⁹ The information on the listed *sites*⁴⁰⁰ (species, habitats, population, and conservations status) is available in the on-line platform 'Natura 2000 Network Viewer', which is supposed to guarantee the exchange of information and transparency of the conservation and management practices. The platform is composed of two types of sites: 1) Special Protection Areas (SPAs) selected under the Birds Directive; 2) and Special Areas of Conservation (SACs)⁴⁰¹, under the Habitats Directive. Here we focus on the latter, because the SPAs mostly refer to the wetlands, while SACs are intertwined with agricultural landscapes. The Directive finds the landscapes to have a *major importance for wild fauna and flora*. It calls the land-use planning and development policies to encourage the management of landscape features.⁴⁰²

³⁹⁸ Art. 1 (b) of the Directive defines 'natural habitats' as *terrestrial or aquatic areas distinguished by geographic, abiotic and biotic features, whether entirely natural or semi-natural*.

³⁹⁹ 'whereas the maintenance of such biodiversity may in certain cases require the maintenance, or indeed the **encouragement, of human activities**'. EEC. (1992, July 22), p.1

⁴⁰⁰ Art.1 (j) of the Directive refers to 'site' as a *geographically defined area whose extent is clearly delineated*.

⁴⁰¹ The Art.1 (l) of the Directive defines **special area of conservation** as *a site of Community importance designated by the Member States through a statutory, administrative and/or contractual act where the necessary conservation measures are applied for the maintenance or restoration, at a favourable conservation status, of the natural habitats and/or the populations of the species for which the site is designated*.

⁴⁰² Art. 10: '*Such features are those which, by virtue of their linear and continuous structure (such as rivers with their banks or **the traditional systems for marking field boundaries**) or their function as stepping stones (such as ponds or small woods), are essential for the migration, dispersal and genetic exchange of wild species.*

Similarly to the UNESCO framework, it is the state who proposes the SACs for the inclusion in the network. The site should be proposed based on the types of natural habitat (e.g., costal and halophytic habitats, natural and semi-natural grassland formations, forests). The assessment bases on four criteria: *'degree of representability of the natural habitat type in the proposed area; area of the site covered by the natural habitat type in relation to the total area covered by that natural habitat type within national territory; degree of conservation of the structure and functions of the natural habitat type concerned and restoration possibilities; global assessment of the value of the site for conservation of the natural habitat type concerned'*⁴⁰³. In addition, the sites should be assessed for a given species present in its territory. Thus, the priority is given to a representative of endangered sites. These criteria allow the State Members to prepare and submit the list of Sites of Community Importance (SCIs) *'native to their territory'*. The SCI is defined as *'a site, which in the biogeographical region or regions to which it belongs (Alpine, Atlantic, Continental, Macaronesia, and Mediterranean), contributes significantly to the maintenance or restoration at a favorable conservation status of a natural habitat type [...]'*⁴⁰⁴. This way each Member State is supposed to contribute *'the creation of Natura 2000 in proportion to the representation within its territory of the natural habitat types and the habitats of species'*⁴⁰⁵ defined by the Directive. All sites that contain natural habitat or species of priority are automatically considered as the sites of Community importance.

As compared to the World Heritage List, the Commission does not proceed with the further selection process but leave the selection to the Member States and the criteria established in the Directive. Further activities related to the management and conservation of the sites, similarly to the UNESCO logic, is the duty of the Member States. Thus, if necessary, the Member States shall develop the *'management plans specifically designed for the sites or integrated into other development plans,'* as well as *'appropriate statutory, administrative or contractual measures which correspond to the ecological requirements of the natural habitat types'*⁴⁰⁶. It means that after the inscription of the sites, the states should take necessary measures to avoid the risk of the deterioration of natural habitats. This also include the appropriate assessment of the projects and plans, which are likely to affect the sites.⁴⁰⁷ If necessary, the approval of such plans and projects should

⁴⁰³ Annex III, EEC. (1992, July 22).

⁴⁰⁴ Art.1 (k), EEC. (1992, July 22).

⁴⁰⁵ Art. 3 (2), EEC. (1992, July 22).

⁴⁰⁶ Art. 6 (1), EEC. (1992, July 22).

⁴⁰⁷ Art. 6 (2,3), EEC. (1992, July 22).

obtain the opinion of the general public. Thus, the Directive leaves a room for public participation in the protection of the sites.

Though it does not exclude the scenario when the public interest (e.g., of social or economic nature) prevails, and the projects are carried out regardless of adverse effects on the sites. In such a case, the Member State *'shall take all compensatory measures necessary to ensure that the overall coherence of Natura 2000 is protected'*⁴⁰⁸. However, if the site hosts a priority natural habitat type or a priority species, the regulation is more rigid. In this case, only human health, public safety, or environmental considerations can justify the implementation of such controversial projects. As noted by Bryan (2012), even though the network was conceived as a more integrated approach with less strict boundaries and nature-society dichotomy, in practice, it remains top-down, *'science-first'* conservation initiative. As a result, *'its contours simultaneously by-pass and slice through private, public, and commonly-held lands'* (e.g., natural parks) with land-use restriction.⁴⁰⁹

Regardless of the obligation to consider the valuable natural habitats first, the inscription of the sites gives several benefits. First, it augments the possibility of co-financing for the maintenance of priority natural habitat types and priority species.⁴¹⁰ Second, the inscription in the Natura framework labels the sites and makes them potentially attractive for visitors, although the label 'Natura 2000' is not as famous as the UNESCO label. Third, it opens the doors for financial and scientific support from the European and private funds.

Guidance for Natura 2000 farmlands

In 2014, the EC has issued the Guidance specifically addressing the Natura 2000 farming systems⁴¹¹, which is the part of sector-specific guidance papers elaborated in cooperation with the stakeholders concerned. It aims to establish a better understanding of the procedure for development plans and projects, as well as their assessment concerning the agricultural sector. The guidelines reflect

⁴⁰⁸ Art. 6 (4), EEC. (1992, July 22).

⁴⁰⁹ Bryan Sh. (2012) Contested Boundaries, Contested places: The Natura 2000 Network in Ireland. *Journal of Rural Studies* n.28, pp.80-82

⁴¹⁰ Art. 8 (2), EEC. (1992, July 22).

⁴¹¹ EC (2014), Farming for Natura 2000: Guidance on how to support Natura 2000 farming systems to achieve conservation objectives, p. 126 Rf: <http://ec.europa.eu/environment/nature/natura2000/management/docs/FARMING%20FO R%20NATURA%202000-final%20guidance.pdf>

the views of the European Commission. However, it is *not of legally binding nature and not prescriptive in its intent*. Thus, it is up to the Member States to define the measures for the management of their Natura 2000 agricultural/farming landscapes within their territory. The authors outline that the application of the management guidelines might vary in relation to the physical, environmental, and socio-economic characteristics of the sites. The management guidelines are composed of the following steps⁴¹²:

Identifying Natura 2000 farmland and farming systems. This process relies on mapping or locating the farmlands according to the key species they host, including the abandoned ones that should be restored. Further, it should be identified the farming systems (e.g., seasonally grazed semi-natural habitats, hay meadows, or fallow land) corresponding to each farmland. The authors suggest that in some cases, there is a necessity to consider the ‘valuable’ farmlands in relation with the rest of the farm, because ‘*supporting the management of only one part may not prevent abandonment or intensification of the system as a whole*’. ⁴¹³

Identifying targets for key farmland habitats and species. In this step, the authors propose to make the prioritization of the farmlands hosting key species and those that need urgent intervention. For this purpose, the status of the sites should be assessed.⁴¹⁴ Further the targets for the conservation of Natura 2000 sites shall be set.

Assessing pressures and potential impact on conservation status. This step includes the identification of drivers and pressures facing the farmland systems. Such assessment can be facilitated through up-to-date and extensive ecological data and surveys.

Establishing Natura 2000 site conservation objectives at the site level. The conservation objectives should focus on the condition of each species and habitat types of EU importance so as to achieve the overall *Favourable Conservation Status* of the concerned site. Such objectives can be elaborated within the site management plans and other instruments. The examples of conservation objectives related to agricultural landscapes are minimization of mechanical

⁴¹² Ibid., pp. 33-39

⁴¹³ Regulation (EU) No 1307/2013 of 17 December 2013

⁴¹⁴ Here the guidelines refer to the ‘Favorable conservation Status’ of natural habitat defined in the Art. 1 (i) of the Habitat directive as ‘*the sum of the influences acting on a natural habitat and its typical species that may affect its long-term natural distribution, structure and functions as well as the long-term survival of its typical species within the territory [...]*’

works, conservation, and restoration of the hedges associated with agricultural plots, the maintenance of agricultural landscape mosaic.

Communicating the objectives of Natura 2000. This step envisages the Member states 'to engage in a dialogue with stakeholders, particularly the local land managers, and provide easily accessible information on strategic targets and conservation objectives in relation to agricultural habitats and species'.⁴¹⁵ This step is of great importance because, without the consent of the farmers and the local community, the conservation objectives are not likely to have a result.

Establishing the necessary conservation measures. Such measures are mostly the practical actions that should be undertaken at the local level in order to achieve the conservation objectives for Natura 2000 farmlands. These actions shall take into consideration the ecological, economic, social, and cultural requirements, as well as local characteristics. In this step, the management plans, both site-specific and integrated, can be used. Thus, the conservation objectives and measures for Natura 2000 farmlands can be integrated not only in the Natural Park plans but also in the agricultural plans. Besides the management plans, the guidelines propose to adopt the statutory, administrative, or contractual measures. The latter envisages setting the contracts and agreements among landowners and managing authorities on voluntary bases (e.g., within Rural Development Regulations).

The guidelines discuss and explain how to benefit from the nature-agriculture link in order to manage the sites that are both environmentally and economically important. Indeed, the aim of the Natura 2000 framework 'is not to exclude economic activities, but instead to set the parameters by which these can take place while safeguarding Europe's most threatened and valuable species and habitats.'⁴¹⁶ Therefore, the main distinguishing feature of the Natura sites from the natural reserves is that they are much more flexible concerning the economic activities present in the territory. Although the guidelines focus mainly on pastoral landscapes rather than cultivated ones, they can be used in the management of all types of agricultural landscapes.

⁴¹⁵ EC (2014), op. cit., p.30

⁴¹⁶ Ibid.

2.3.2. EU environmental policy: A broad protection with limited application

The Environmental Impact Assessment (EIA) is '*a decision-making tool by which the potential environmental impact of a project can be assessed so that the assessment can be taken into account in making a decision about whether the project can go ahead, and if so on what basis*'⁴¹⁷. Thus, its main objective is to prevent the impact of certain public and private projects on environment. Therefore it can be involved in the protection of agricultural landscapes from such projects. The legal basis of EIA is the Directive (85/337/EEC), or EIA Directive, which was amended several times.⁴¹⁸ The EIA is a process composed of five main steps/elements⁴¹⁹: Screening (decision on whether the project is subject to EIA); scoping (decision on the types of impacts that should be assessed); environmental impact statement (EIS, report on the assessment of impacts, their significance, mitigation actions, etc.); public participation (involvement of the public opinion on the EIS, which was introduced after Aarhus Convention);⁴²⁰ decision (final decision on whether the project should go ahead and on what conditions).

What is essential in the context of our research is that the Directive recognizes '*cultural heritage comprising urban historical sites and landscapes*' as an

⁴¹⁷ Fisher E., et al. (2013) Environmental Law. Text, Cases and Materials. Oxford University Press, p. 845

⁴¹⁸ The first amendment (97/11/EC) has aligned the EIA Directive with Espoo Convention by introducing the Transboundary Context. In addition, it has increased the types of projects covered, introduced the screening arrangements and criteria. Second amendment (2003/35/EC) was aimed to align the EIA Directive with Aarhus Convention on public participation in decision-making and access to justice in environmental matters. While third amendment (2009/31/EC) concerned only the Annexes of the Directive, by adding projects related to the transport, capture and storage of carbon dioxide (CO₂). The initial Directive and its three amendments have been codified by Directive 2011/92/EU. Finally, the latest amendment (2014/52/EU) were justified by the necessity to simplify the rules for environmental impact assessment which goes in line with smarter regulation. In addition, it has introduced the timeframes, accessibility of EIA reports by general public.

⁴¹⁹ For more detailed description of EIA process see Fisher E., Lange B., Scotford E. (2013) Environmental Law. Text, Cases and Materials. Oxford University Press, 847-848

⁴²⁰ According to Aarhus Convention on Access to Information, Public Participation and Access to Justice in the Environmental Matters (entered into force in 2001) parties '*must inform people of decision taken on proposed activities of all kinds which are likely to affect them*', while '*the results of the public participation procedure are taken into consideration by the competent authorities*'. This way the Convention gave greater subsistence both to the meaning of public participation and to the right to review procedure to challenge public decisions.

integral part of the cultural diversity of the EU, and therefore commits to its protection. In this view, the Directive refers to the broad spectrum of European Conventions on the heritage and landscape, such as the Convention for the Protection of the Archaeological Heritage (1969), for the Protection of the Architectural Heritage of Europe (1985), the European Landscape Convention (2000), and Convention on the Value of Cultural Heritage for Society (2005).

Therefore, the assessment process bases not only on the environmental (such as biodiversity, soil, and water), but also on social and cultural factors, including human health, cultural heritage, and landscape (Art.3). It is important to note that previously landscape was considered as an environmental factor in line with *soil, water, air, and climate*. While in the latest amendment, the landscape is put in line with the 'cultural' factors, including *material assets and cultural heritage*. This might be the result of the increasing recognition of the cultural dimension of landscapes by other international treaties (e.g., World Heritage Convention, European Landscape Convention). However, it is necessary to note that preserving the cultural heritage and landscape, is seen only from the perspective of the 'visual' impact of projects. Thus, EIA considers only the changes in the 'appearance' or 'view' of the landscape.⁴²¹ As noted by Stercker (2018) in this way, *'the concept of the landscape itself appears narrowly constructed to mean 'view' or scenery.'*⁴²²

Although the Directive 'chooses' to address the protection of landscapes with a visual approach, it does not give standards or guidelines on how to assess this visual impact. Many countries have developed the methodology explicitly addressing the visual impact assessment in landscapes, called Landscape and Visual Impact Assessment (LVIA). This tool requires a complex and interdisciplinary approach, which does not limit only on the physical appearance, but also social aspects (e.g., the reaction of the local community).⁴²³ Thus, the third edition of the Guidelines for Landscape and Visual Impact Assessment elaborated by Landscape Institute and IEMA call for clear judgment and transparency in both assessments and evaluation of significance. To this end, the guidelines propose to consider both natures of effects (magnitude, probability, reversibility) and landscape receptors (sensitivity, value,

⁴²¹ Directive 2014/52/EU, p.16.

⁴²² Stercker, 2018, p.119

⁴²³ Sas-Bojarska A. (2010) Landscape protection – the challenge for sustainable planning, 46th ISOCARP Congress 2010, p.3-4

importance).⁴²⁴ In practice, the assessment of the visual impact of landscapes often involves less sophisticated methods. In the municipality of *Grand-Rozoy* of northern France, the visual impact of wind farm projects on the urban and agricultural landscape was assessed by means of photomontage. Such an approach was used in order to illustrate the relationship between the height of the projected wind turbines and the landscape elements. Regardless of subjective nature of the assessment, the company which has developed the project (*Maïa Eolis*) was able to prove a low impact of the wind farms on agricultural and wooded areas.⁴²⁵

According to Sas-Bojarska (2010), in comparison with habitats and species protection, *'landscape is the least important element of the environment, because it is not countable and undergoes only subjective assessments'*.⁴²⁶ This factor, according to Strecker (2018), makes the landscape and cultural heritage insufficient basis of a claim for juridical review. Indeed, the cases involving EIA Directive often consider landscape only as a secondary matter in comparison with the impact on natural habitat and species or does not consider it at all.⁴²⁷ Therefore, there is an increasing necessity to develop the interpretation of landscape and the criteria for the assessment of its changes that go beyond the mere visual considerations.

It is important to note that the projects which require mandatory assessment are limited to the list provided in Annex I of the Directive. It mostly includes the large scale construction projects such as power stations, long-distance railway lines, large airports, motorways, and roads industrial plants, dams and installations for intensive rearing of poultry or pigs. In addition, Annex 2 of the

⁴²⁴ For the comprehensive explanation of the LVIA Guidelines see Fothergill J. (2013) Guidelines for Landscape and Visual Impact Assessment (GLVIA3). Rf: <https://www.wychavon.gov.uk/documents/10586/157693/B7%20Guidelines%20for%20Landscape%20and%20Visual%20Impact%20Assessment.pdf> Last accessed 1 May 2019

⁴²⁵ *'La zone agricole relativement plane se révèle adaptée à l'accueil d'un tel projet, pourvu qu'il prenne en compte l'aspect paysager fondamental. L'implantation du parc projeté sur la commune de Grand-Rozoy a donc une interaction très faible vis-à-vis des espaces agricoles et boisés et ne modifie en rien l'occupation première des sols : la surface occupée est réduite au strict nécessaire'*. MSE Les Dunes. L'Évaluation de l'impact visuel. Implantation d'un parc éolien sur la commune de Grand-Rozoy. H.E.L.P. Octobre 2012, p.94 Rf : http://www.aisne.gouv.fr/content/download/17253/119598/file/1-%20Annexe%201-%20Volet%20paysager_P10.pdf

⁴²⁶ Sas-Bojarska A. (2010) op. cit., p.1

⁴²⁷ For example, see the recent Judgment of the Court (Second Chamber) of 7 November 2018 (*Brian Holohan and Others v An Bord Pleanála. Case C-461/17*), where the matter of audio-visual impact of constructed and other impacts on landscape weren't even mentioned.

Directive lists the projects, which can be subject to environmental impact assessment in a selective manner, based on a case-by-case examination of thresholds/criteria set by the Member State. The list includes the project related to both 'heavy' (extractive, energy, mineral, chemical, rubber) and 'light' industries (textile, wood, leather, paper, food, tourism, and leisure). What is import in the framework of this research that the list comprises the activities in the sector of *'agriculture, silviculture and aquaculture, including projects for the restructuring of rural landholdings; projects for the use of uncultivated land or semi-natural areas for intensive agricultural purposes; water management projects for agriculture, including irrigation and land drainage projects; initial afforestation and deforestation for conversion to another type of land use; intensive livestock installations (projects not included in Annex I); intensive fish farming; reclamation of land from the sea'*⁴²⁸. Thus, the EIA is mainly applicable to the projects that would transform the semi-natural areas to intensive agricultural spaces. Though, the threshold defining intensive agriculture differs in each Member State.

According to Rodgers (2015), *'sometimes very low levels of agricultural use can be damaging to certain kinds of natural resources or wildlife habitat.'*⁴²⁹ He brings the case of *Ingleborough Common and Scales Moor in North Yorkshire*, where a low level of agricultural activity was highly damaging to limestone pavements. In this context, the application of EIA only on the projects of intensive agriculture makes it *'a blunt instrument that fails to capture the sophisticated and complex relationship between agriculture and the natural environment.'*⁴³⁰ This statement demonstrates the present lack of attention to landscape matters within an environmental impact assessment framework.

The Directive establishes the selection criteria for the projects, including the location of the project, type and characteristics of the potential impact, and characteristics of the project. The latter relates to size and design; cumulation with other projects; the use of natural resources (land, soil, water, and biodiversity); the production of waste; pollution and nuisances; the risk of major accidents and disasters; the risks to human health.⁴³¹ The environmental sensitivity of geographical areas, including *landscapes and sites of historical,*

⁴²⁸ Annex 2, Directive 2014/52/EU. L 124/15 Official Journal of the EU

⁴²⁹ Rodgers Ch. (2015) Environmental governance and land use policy in tension? Applying environmental impact assessment to intensive agriculture. In McMahon J.A., Cardwell B.N. (eds.) Research Handbook on EU Agriculture Law. Edward Elgar Publishing, 164-165

⁴³⁰ Ibid., p.165

⁴³¹ Ibid.

cultural, or archaeological significance, can also determine whether the projects should be subject to EIA or not. Though, the EU legislation does not provide concrete instruments, which would help to assess the impact on landscapes and identify the landscapes which are of individual attention. While according to Fisher (2013), *'different legal actors in a particular regime may hold very differing beliefs about the role and nature of EIA'*.⁴³² In this context, *'many important cultural landscapes [are] will be open to abuses of power in the name of the general interest of society, as decided by the member states.'*⁴³³ Thus, there is an urgent quest for guidelines for the assessment of landscape impact, which would not limit with visual effects, but also brings the issue of audio disturbances and the quality of life of the local population.

The Directive on the assessment of the effects of public plans and programmes on the environment, known as SEA Directive (2001/42/EC), is another EU environmental protection tool. Originally designed as an extension of EIA Directive, *Strategic Environmental Assessment Directive* (SEA) is often portrayed as *'an instrument for supporting decision making for sustainable development necessitated the consideration of a much wider range of issues than solely the biophysical environment.'*⁴³⁴ As defined in the Article 1 of the SEA Directive, its objective is *'to provide for a high level of protection of the environment and to contribute to the integration of environmental considerations into the preparation and adoption of plans and programmes with a view to promoting sustainable development, by ensuring that, in accordance with this Directive, an environmental assessment is carried out of certain plans and programmes which are likely to have significant effects on the environment'*.⁴³⁵ From this definition, we can see that it shares similar principles with EIA in terms of procedural tools.

However, SEA addresses plans and programmes prepared through legislative procedures within legislative, regulatory, or administrative provisions. By addressing *'public'* plans, it acts at the strategic level, instead of punctual projects addressed by EIA. SEA is used in the development of territorial and sectoral policies, and therefore it determines the types of projects unacceptable and allowed in a given territory. In other words, only the projects *'filtered'* through

⁴³² Fisher E., at al. (2013) Environmental Law. Text, Cases and Materials. Oxford University Press, p. 850

⁴³³ Strecker, 2018, *op.cit.*, 124-125

⁴³⁴ Fischer T. B., Seaton K. (2002) Strategic Environmental Assessment: Effective Planning Instrument or Lost Concept? Planning, Practice & Research 17, p.31

⁴³⁵ Art.1. Official Journal of the European Communities L 197/30, 21.7.2001.

SEA procedures can become subject to EIA assessment. If the territorial plan (subject to SEA) provides that an area is for agricultural use, the EIA is likely to have a negative result for the construction of a motorway in the same area.

The 'environmental assessment' in Article 2 (b) of SEA Directive is defined as '*an environmental report, the carrying out of consultations, the taking into account of the environmental report and the results of the consultations in decision-making and the provision of information on the decision [...]'*'. This definition shows that SEA was conceived as a participatory approach for environmental integration considerations into sectoral and territorial instruments, which in practical terms, means that the draft of plan/programme shall be made available to the public before its official adoption (art.6). With such requirements, the Directive tries to integrate civil society and the private sector into planning and policy-making.

The authorities drafting the sectoral plans and programmers must provide an environmental report, which among all 'must include the information on the likely significant effects on the environment, including on issues such as biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, *cultural heritage including architectural and archaeological heritage, landscape* and the interrelationship between the above factors'.⁴³⁶ Not all public plans and programmes are subject to SEA Directive. The article 2.2 provides that the assessment is required for plans and programmes '*concerning agriculture, forestry, fisheries, energy, industry, transport, waste management, water management, telecommunications, tourism, town and country planning or land use and which set the framework for future development consent of projects listed in Annexes I and II'* of the EIA Directive, and those which are likely to have an effect on Natura 2000 sites.⁴³⁷ It means that the SEA must be applied to the rural development plans, landscape, and territorial plans, as well as park plans, which are of particular interest in this research.

According to Spaziante et al. (2012), the implementation of the SEA Directive in rural development represents a significant challenge for the Member States. It is expressed in the fact that '*often the procedure is only formally pursued in order to get the regulations inspected and the approval obtained, with no real involvement.*'⁴³⁸ A similar issue is observed in the application of the SEA in landscape and master

⁴³⁶ Annex 1 (f) SEA Directive (2001/42/EC)

⁴³⁷ According to the Articles 6 and 7 of the Habitat Directive

⁴³⁸ Spaziante A., et al. (2012). Strategic Environmental Assessment (SEA) of Rural Development Programs in the European Union... In Rural Development - Contemporary Issues and Practices, R. S. Adisa (ed.), InTech, p.219

planning.⁴³⁹ In addition, the landscape is often seen as one out of a range of factors composing the environment, while the SEA Directive does not limit with the environmentalist objectives. It also aims to incorporate social and climate change considerations into public plans and programs. The criteria for determining the likely significance of effects defined in Annex 2, among all include the value and vulnerability of the area, which is likely to be affected due to unique natural characteristics or *cultural heritage* and *intensive land-use*, as well as the effects on areas or *landscapes*, which have a recognized national, Community or international protection status. Thus, similarly to the EIA Directive, the SEA does recognize the necessity to consider cultural heritage and landscape in the environmental assessment. However, it seems that *'the consideration of environmental impacts is normally more limited than what is required by SEA.'*⁴⁴⁰

According to Sadler et al. (2012), some objectives and functions of national landscape plans and EIA often overlap, and therefore landscape planning instruments can contribute significantly to SEA in terms of public participation and monitoring. Thus, the correct application of the concepts and technical contents of the SEA might bring to interplay and strategic cohesion between rural development and landscape plans. The case of *Syllogos Ellion Poleodomonkai Chorotakon v Ypourgos Perivallontos* in regards to the Art. 3(2)(b) of the Directive states that *'SEA must be interpreted as meaning that the obligation to make a particular plan subject to an environmental assessment depends on the preconditions requiring an assessment under the Habitat Directive, including the conditions that the plan may have a significant effect on the site concerned, being met in respect of that plan.'*⁴⁴¹ Thus, the operation of the SEA Directive in specific contexts requires the actions under the Habitat Directive.

The legal arrangements of SEA Directive at the National level differs considerably both in terms of legal instruments and procedure. Thus, some countries have integrated the Directive into the existing legislation (Estonia, Latvia, and Sweden), while the majority have established new legal tools to

⁴³⁹ De Montis et al. (July, 2014). SEA effectiveness for landscape and master planning... Environmental Impact Assessment Review. Elsevier. Volume 47, pp. 1-13

⁴⁴⁰ Hanusch M., Fischer T.B. (2012) Sea and Landscape Planning. In Sadler B., Dusik J., Partidario M., Fischer T., Aschemann R., Verheem R. *Handbook of Strategic Environmental Assessment*, Routledge, 257-273

⁴⁴¹ C-177/11 *Syllogos Ellion Poleodomonkai Chorotakon v Ypourgos Perivallontos*

transpose the EU legislation.⁴⁴² In the following section, we will focus on the legal framework regulating the EU environmental assessment in Italy and the implication of the national legal tool in the protection of agricultural landscapes.

2.3.3. Transposition of the EU environmental policy on the Italian legislation

National authorities have to adapt their laws to meet the objectives of EU environmental directives but are free to decide in which way they complete these functions. It means that the EU Directives do not need to be enacted in the same manner in all EU countries. The provision of national law and a general legal context may be sufficient as long as it ensures the full application of the directive in a sufficiently clear and precise manner⁴⁴³.

In Italy, the primary legal framework supporting the implementation of the EU environmental assessment directives (SEA and EIA) is the Legislative Decree of n. 152/2006, also known as *Codice del'ambiente* or *Testo Unico del'ambiente*. Besides the environmental assessment matters, the Code covers a broad spectrum of environmental aspects, including protection of soil, water pollution and management of water resources; waste management; the protection of the air and the reduction of the emissions in the atmosphere; and compensation of damage to the environment. The environmental assessment procedures established in the Code repeat the procedures established in the EU Directives and applied both to private/public projects (*VIA – valutazione di impatto ambientale*) and public plans/programmes (*VAS - valutazione ambientale strategica*).

Nevertheless, at the regional scale, there are significant discrepancies in the VAS procedures. Thus, only one Region refers exclusively to the national legislation to regulate SEA procedures, while 18 Regions/Autonomous Provinces have their legislation on SEA, which are mainly integrated within the urban planning and

⁴⁴² For the discussion on the peculiarities of the SEA in the EU countries, Canada, Hong Kong, New Zealand, South Africa, and United states see Short M., Baker M., Carter J., Jay S., Jones C. (2013) Strategic Environmental Assessment and Land Use Planning: An International Evaluation. Taylor & Francis, 320 p. The organisational arrangements and procedural obligations on the SEA procedure in the EU countries. Rf: http://ec.europa.eu/environment/eia/member_states_summaries.htm

⁴⁴³ EU (2017) Environmental assessment of plans, programmes and projects ruling of the court of justice of the EU, p.9. Rf: http://ec.europa.eu/environment/eia/pdf/EIA_rulings_web.pdf

territorial governance legislations. Besides, 2 Regions have introduced new normative acts for the instruments, which does not enter into the list of plans/programmes for mandatory environmental assessment (Tuscany, Calabria).⁴⁴⁴

As defined in article 2.1, the primary objective of the Code is the '*promotion of the quality of human life, through safeguarding and improving environmental conditions, as well as conscious and rational use of natural resources.*'⁴⁴⁵ The achievement of this objective directly depends on the environmental assessment procedures, which must ensure the compatibility of human activities with sustainable development conditions. The latter is seen as a guarantee of the quality of life and possibilities for future generations (Art. 3-quarter). In this context, the Code assigns to the public administration the function of protection of *the environment and cultural heritage*, which must take a *priority position* in front of other public and private interests.⁴⁴⁶

The Code does not refer specifically to the landscape. However, taking into account that it makes part of the environment and cultural heritage, we assume that the Code endows the priority protection to heritage landscapes as well. The question that emerges in this context is *how this absolute priority of landscape will be addressed in the case of agricultural landscapes, where the economic interest is often the major pillar supporting sustainable development and protection of heritage?*

According to the Code, all the main plans and programmes concerning agricultural landscapes, specifically rural development, landscape, municipal plans, and plans on protected areas, are subject to VAS. The organizational arrangements for the procedures are divided into two levels: 1) state-level for plan/programmes whose adoption is assigned to state administrations (e.g., park plans); 2) regional level for plan/programs adopted by Regions, Provinces and other territorial local administrations (e.g., rural development plans, landscape plans). As established in article 9.1, before the adoption of the plan/programme, the responsible authorities must draft the environmental report describing the

⁴⁴⁴ Rapporto 2018 sull'attuazione della VAS in Italia Dati 2017, MATTM (Direzione Generale per le Valutazioni e le Autorizzazioni ambientali), 7-9

⁴⁴⁵ GU Serie Generale n.88 del 14 Aprile 2006. Suppl. Ordinario n. 96

⁴⁴⁶ Art. 3-quarter (2): '*l'attività della pubblica amministrazione deve essere finalizzata a consentire la migliore attuazione possibile del principio dello **sviluppo sostenibile**, per cui nell'ambito della scelta comparativa di interessi pubblici e privati connotata da discrezionalità gli interessi alla **tutela dell'ambiente e del patrimonio culturale** devono essere **oggetto di prioritaria considerazione.***'

potential impact on the environment and cultural heritage, and proposing a possible alternative to mitigate adverse effects. Specifically, the assessment may consider the impact on the following variables: biodiversity, population, human health, flora and fauna, soil, water, air, climatic factors, material assets, cultural heritage, including architectural and archaeological, landscape, and the interrelation between these factors.⁴⁴⁷ Thus, the socio-economic and territorial plans/programmes must take into account and evaluate the possible impact on the heritage and landscape.

2.3.4. Italian law on protected areas

The management of the natural protected areas in Italy has always been oriented towards the conservation objectives, characterized by limits and restrictions, where the elements of aesthetics and natural beauty were the criteria justifying the national protection.⁴⁴⁸ Today the law on protected areas n.394/1991 (known as '*Legge quadro*') represents an 'organic' legal text, which takes into account both protection and management of the protected areas. As compared to the previous environmental legislations, it refers to the protected areas concerning the environmental (scientific), aesthetic, socio-economic, and cultural values. It establishes another perspective of the protection that can be observed already from its first article giving a central role to the integration between man and nature, including the preservation of anthropic, archeologic, historic and architectonic values, as well as agro-silvo-pastoral and traditional activities. Thus, in line with the physical and naturalistic values, it outlines the human dimension of the protected area.

The preservation of traditional activities compatible with natural values is seen as a way of sustainable relations between the man and its environment (Art.1.3). It shows a radical shift from the previous regulations considering only the aesthetic and environmental values, towards the law accepting and favoring the human presence in the 'natural' milieu.

⁴⁴⁷ Annex I (f), part II.

⁴⁴⁸ Think of the *Law n.204/1920* on protection of Nature and Landscape (known as *Legge Croce*), or the *Law n. 1497/1939* on the protection of natural beauties (*bellezze natural*), which were objected only to the conservation of the nature and the picturesque view.

Although the main objective of the Law⁴⁴⁹ does not concern the protection of agricultural landscapes directly, almost all protected areas are influenced by agricultural practices (including pastoralism, forestry, fishing, and agriculture). Therefore, the Law plays an essential role in the protection and the management of agricultural landscapes. The questions are how it addresses the protection and management of agricultural landscapes within protected areas? Moreover, what is precisely understood by the agricultural activities in the framework of the Italian legislation?

The Law does not give an explicit definition to the agricultural landscapes or agricultural activities. However, it refers to the agricultural landscapes within the framework of *'ago-silvo-pastoral'* (agricultural, forestry, and pastoral) activities. The adjective *'agro-silvo-pastoral'* in the Law and generally in the Italian language can be used regarding the entire agrarian 'universe,' which allows avoiding the conceptual separation between cultivation, pastoralism, livestock breeding and other forms of agricultural activities. Thus, for Casadei (2000) the juridical notion of 'agriculture' relies on the notion of 'agricultural farm/enterprise' defined in the Civil Code (Art. 2135) as the activity of cultivation, forestry, livestock breeding, and related activities which might be related to the transformation and commercialization of agricultural products.⁴⁵⁰ In this context, the terrain occupied by the social wineries and retail stores can also be considered a part of agricultural land. While in the legal context, this concept is equated to the traditional-productive activities fitting to the environmental objectives of the protected areas.

The Law classifies the protected areas into the following categories:

1. National Parks. Those are *'terrestrial, fluvial, lake or marine areas containing one or more intact or partially altered by anthropic interventions*

⁴⁴⁹ The principal objective of the Law is to protect the **natural heritage** of the country, defined as physical, geologic, geomorphological and biological formations, or their groups, having the relevant naturalistic or environmental values. Art. 1. (1, 2) Law on protected areas n. 394/1991

⁴⁵⁰ Casadei, E. (2000). La disciplina delle attività agricole nelle aree protette, CESET Atti del XXX Incontro di studio 'Gestione delle risorse naturali nei territori rurali e nelle aree protette: aspetti economici, giuridici ed estimativi', CSET, p.81. Whether the service-based activities (such as agriturismo) can be considered as an agricultural activity is another open question, which is out of the framework of this research. The environmental value starts to become a center of interest only with Law n. 431/1985 (known as *Legge Galasso*) on the protection of zones of particular environmental interest, which served to protect parks and natural reserves prior to the current Law.

- ecosystems, one or more physical, geological, geomorphological and biological formations of international or national importance due to naturalistic, scientific, aesthetic, cultural, educational and recreational values, and which require the State intervention in order to conserve them for present and future generations*⁴⁵¹.
2. Natural Regional or Interregional Parks include *'terrestrial, river, lake and costal areas of naturalistic and environmental value, which constitute a homogeneous system identified by the natural assets, landscape and art values, as well as cultural traditions of local populations, within the territory of one or more adjacent regions'*⁴⁵².
 3. Natural Reserves consist of *'land, river, lake or sea areas that contain one or more species of significant flora and fauna; they can represent one or more ecosystems that are important for biological diversity and for the conservation of genetic resources. Natural Reserves can be both of state and of regional importance'*⁴⁵³.
 4. Protected Terrestrial and Marine Areas. Here the Law refers to protocol Geneva concerning the Protection of Mediterranean areas.
 5. Wetlands of International Importance include marshy areas, swamps, peat bogs, natural or artificial water areas, permanent or transitory, including seawater areas. The depth of water, when there is low tide, shall not exceed six meters. In view of their characteristics they can be considered of international importance under the *Ramsar Convention*.
 6. Other protected natural areas, such as natural areas managed by environmental associations and suburban parks.

Within the framework of this research, we are focusing mainly on the agricultural landscapes in the National Parks. First, the Law (often called as park law) provides a full framework of protection and management regulations for this category of the protected area. Second, the case study of Cinque Terre that we will examine in the following Chapter is located within the territory of the National Park.

⁴⁵¹ Author's translation from Italian. The Art. 2 (1), *Legge quadro sulle aree protette* 394/91 (GU n.292 del 13-12-1991)

⁴⁵² *Ibid.*, Art.2 (2)

⁴⁵³ *Ibid.*, Art.2 (3)

Today, the Official List of protected areas counts 24 Park of the National importance.⁴⁵⁴ Most of the National Parks include continuing agricultural landscapes within their territory (see the figure below).

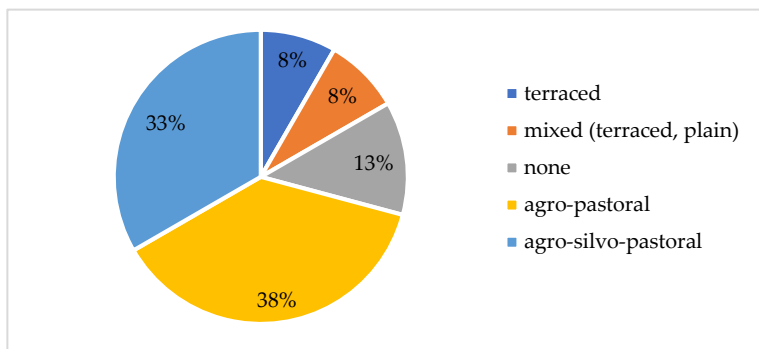


Figure 31. Types of agricultural landscapes included in the territory of the Italian National Parks.

Note that agro-pastoral and agro-silvo-pastoral landscapes include terraced and plain landscapes, while the category 'terraced' used in order to indicate the absence of a less significant presence of pastoral activities. Although one-third of the national parks are used for agro-silvopastoral activities, according to Vinci (2007), the maintenance of the traditional agricultural activities is still one of the weak points of the Italian policy on protected areas.⁴⁵⁵ That is because the Law is characterized by a robust constraint-based approach to all types of transformation and land use in the protected areas (e.g., new constructions). Nevertheless, it makes few exceptions for agricultural land use activities.⁴⁵⁶

⁴⁵⁴ 'l'Elenco ufficiale delle aree protette', (G.U. n. 115 del 31 maggio 2010). Rf: http://www.minambiente.it/sites/default/files/archivio/normativa/dm_27_04_2010.pdf

⁴⁵⁵ Vinci, I. (2007). *Parchi quale spazi di innovazione territoriale*, Parco Nazionale delle Cinque Terre, in Piani e politiche territoriali in aree di parco: cinque modelli di innovazione a confronto, ed. Vinci I., Franco Angeli, Milano, p 11.

⁴⁵⁶ 'Sono **vietati** fuori dei centri edificati [...] e, per gravi motivi di salvaguardia ambientale, con provvedimento motivato, anche nei centri edificati, l'esecuzione di **nuove costruzioni** e la **trasformazione** di quelle esistenti, qualsiasi mutamento dell'utilizzazione dei terreni con destinazione **diversa da quella agricola** e quant'altro possa incidere sulla morfologia del territorio, sugli equilibri ecologici, idraulici ed idrogeotermici e sulle finalità istitutive dell'area protetta'. Art. 6 (3)

2.3.5. The system of multiple protection: Park plans and regulations

The Law has established a system of '*multiple protection*'⁴⁵⁷ for the Parks. The first level of protection is the *Park Regulations*, whose primary function is to regulate the activities within the territory of the park. The degree of limits and authorization principles are defined individually for each Park. However, the content of the regulations generally include the following aspects: type and method of constructions and works allowed; craft, commercial, service, and *agro-silvo-pastoral* activities; stay and circulation of the public; recreational and educational activities; scientific and bio sanitary research activities; limits to sound, light and other emissions; activities related to youth employment and volunteering; accessibility of the territory by the public.

The park regulations prohibit of the activities and intervention that can compromise the preservation of the landscape and the protected natural environments, such as hunting and interventions that may affect the animal and plant species; mining activities and exploitation of natural resources; modification of water networks; advertising activities outside the urban centers; disturbances in the biogeochemical cycles; the introduction of weapons and explosives by individuals; use of open fires; overflight of unauthorized aircraft.

It is important to note that the real rights and civic uses of the local communities remain unaffected by park regulations if exercised according to local customs. Indeed, such prohibition would contradict with another function of the regulations defined in article 11 (2-bis): '*the enhancement customs, and traditional activities of populations residing in the territory of protected area.*' The regulations must provide the authorization procedures for the activities linked to the cultural expressions and identity of local communities. Still, the Park Authorities can request the limitations for the hunting rights, if it puts in risk the engendered fauna species.

Overall, the civic use of natural protected areas is still a poorly known subject, and there is a relatively small amount of related juridical materials available.⁴⁵⁸ However, this topic directly concerns the agriculture and rural landscapes, as the agro-silvo-pastoral activities generally fall into the category of civic uses. Although the agricultural activities, mainly their intensive forms,

⁴⁵⁷ Fuzio, R. (2016) I Paesaggi Rurali e la loro Valorizzazione e Salvaguardia, in Atti del Convegno 'Tutela Paesaggistica e Paesaggio Agrario', Portovenere 3-4 giugno 2016 (a cura di D. Granara), G.Giappichelli Editore, pp. 43-62

⁴⁵⁸ Fuzio R. (2017), *op. cit.*, p. 50

constitute a source of pollution and risk to the protected area. Still, the traditional agricultural landscapes are more often subjected to the pollution produced by other productive activities and disturbances deriving from service-based activities (think of mass tourism). In this context, both the protection of agricultural activities and environmental objectives feel well within the Law objectives. Thus, any changes in terms of land use are strictly prohibited in the territory of protected areas, except for agricultural use (Art. 63). In this context, it is essential to understand the zoning principle defined in the Park Plan.

Park Plan is the second level of protection defined in Article 12 as the main instrument of the Park Authorities in ‘the protection of natural, environmental, historic, cultural, traditional anthropologic values’ of the protected area. The content of the plans may vary; however, the fundamental function of all park plans is the general organization of the protected area, including zonation according to the types of land use, protection, and enjoyment (*godimento*) of the territory. More precisely it delineates the management strategies for the territory and include the following content: a) *general organization of the territory and its zones*; b) *restrictions and forms of public and private use*; c) *system of access*; d) *and services necessary for the management and social function of the park (museums, visitor centers, information offices, camping areas, agro-tourism activities)*; e) *references and criteria for the interventions in the natural environment (flora, fauna)*.⁴⁵⁹ If the park regulation is used to define the specific management methods and to regulate the activities allowed within the territory of the park, the plan represents the program for the organization of the park territory.

Although the function of the plan may seem generic and less effective than park regulations, it has a vital role in manifesting the public interest (or at least supposed to), while the interventions defined in the plan are of highest importance (art.12,7). The park plans subdivide the territory of the protected area according to the degree of protection (art.12, 2):

1. Integral reserves’ where the natural environment must be preserved as it is, in its integrity. Thus, any economic activity, including agriculture, is not allowed.
2. ‘General reserves’ (*riserve generali orientate*). These areas have fewer restrictions as traditional production activities are not forbidden. However, the activities which might considerably transform the territory (such as the construction or enlargement of new buildings) are

⁴⁵⁹ Art. 5, Legge quadro 394/1991

not allowed, except the infrastructure necessary for traditional production and the intervention for natural resource management conducted by a park, including the maintenance works (ordinary, extraordinary, restoration).

3. Protected areas where fishing, gathering of plants, artisanal production, and agro-silvo-pastoral conforming to the criteria established by the park can continue. However, such practices must correspond the traditional land use or methods of biologic agriculture;
4. Areas designated for socio-economic promotion, which were modified by man ('anthropized') in a more extensively manner as compared to the previous categories. In such areas, the activities compatible with the Park objectives are allowed. However, such activities must be objected to the improvement of the socio-cultural life of local communities and the enjoyment of the park by visitors.

As we can see, the agro-silvo-pastoral activities are permitted in a significant part of the protected areas, except the integral reserves. The transformations necessary for the agricultural activities are accepted, as they generally do not bring considerable changes to the protected territory as compared to the new constructions. Thus, in the general reserves, only the agricultural activities implying the use of traditional methods and technics compatible with the environmental objectives are allowed. The transformations related to agricultural activities shall not compromise the preservation of natural values and the landscape.

Further, the list of interventions become much more substantial. In the zone after the 'general reserves,' the law allows more serious restoration works, which go beyond the ordinary and extraordinary maintenance. In this zone, the law encourages traditional agro-silvo-pastoral activities, biologic agriculture, fishing, as well as quality craft production. In this context, the reference to biologic agriculture appears unusual. On the one hand, it is generally presumed as an environmentally sustainable production. On the other hand, such biologic agriculture requires the introduction of technologic innovation, which are often far from being traditional. Within the areas designated to agriculture, the framers can introduce the new types of crops and infrastructure necessary for the production. The law sets a threshold, where the degree and types of interventions vary according to park regulations and plans. Although the introduction of new plant species or new agricultural technologies will not contradict the natural and landscape values of the park, we do not know whether

this 'modernized' agriculture can still be considered as traditional. Thus, there seems to be an interpretative ambiguity between 'traditional,' 'according to traditional uses,' and 'not contradicting the park objectives.' Behind the term 'productive use,' there seems to be an intent of the legislator to increase the number of activities allowed in the protected area, while in practice, it mainly concerns the agro-silvo-pastoral activities.

Outside the forth protection level, the law does not imply any restrictions. According to the experts, the absence of attention to the areas adjacent to protected areas decreases the environmental measures applied.⁴⁶⁰ The Law does not give much attention to the pre-park areas that may diminish the gap between the protected area and the territory subject to the ordinary regime. Given the fact that the territory of the parks often includes several administrative unites, the park plans are used as supra-municipal instruments responding to the criteria of the Law 394/91.⁴⁶¹ Thus, to some extent, they absorb the function of urban and other territorial plans.

EU Natura 2000 zones within the park plans. The concept of the natural protected area is much larger than natural parks and reserves. Indeed, the agricultural landscapes often fall within the territory of the natural parks and the areas of European importance registered within the Natura 2000 network (including Sites of Communitarian Importance and Zones of Special Conservation).⁴⁶² Currently, the law does not contain the regulations concerning the Natura 2000 sites. However, the integration of the Communitarian directive stabilizing the Natura 2000 network (Habitats Directive) is seen as one of the main aspects of future reform. Thus, the proposed modifications to the law tend to enlarge the notion of the protected areas by encompassing all areas of natural and environmental value, including those of EU interest (SIC) and zones of special protection (ZPS) containing natural and semi-natural habitat. However, for the moment, the integration of protected area regulations and Natura 2000 management plans relies on the institutional functions of the park entities.

The third level of protection is the *Multiannual Socio-Economic Plans*. As was mentioned above, besides the strictly protected areas, the Parks may include zones of economic and social promotion. These areas are extensively modified by human activities and constitute the eco-cultural system of the protected area.

⁴⁶⁰ Casadei E. (2000), *op.cit.*, p.97

⁴⁶¹ Virgilio D., Imbesi A. (2007)

⁴⁶² According to the data of MATTM, the Natura 2000 sites cover 79% of the territory protected by the Law n.394/1991

They are conceived as the gradual connection between the protected area and the 'external world' and to prevent the disconnection between the protected areas with the rest of the territory. That is why the framework of the restriction in the areas of economic and social promotion is quite modest in comparison with the integral and general reserves.

The primary function of the socio-economic plan is the promotion of activities compatible with park objectives, which can guarantee the economic sustainability of the protected territory. That is why the law allows the activities aimed at improving the socio-cultural life of the local communities and at the best enjoyment of the park by visitors. The socio-economic plans usually cover the communities adjacent to the protected areas as well. The plans are adopted by the regions for four years period and can be updated annually. What concerns its content may vary considerably. What is essential within the framework of this research, is that most of the socio-economic plans include the provision of grants to the individuals and local authorities for the development and promotion of agro-silvo-pastoral activities and agricultural cooperatives.

Besides, the park can grant the use of its name and logo to the local products and services, meeting the quality requirements and park objectives (art 14.4). The use of park labels is regulated through specific conventions with local producers. However, the law does not specify what is precisely intended by the quality requirements. Therefore, such decisions often rely on the political choices of the park authorities.

2.4. Interaction of sectoral planning systems in Italy⁴⁶³

The analysis has shown the complexity in the transposition of the European sectoral policies concerning the protection of agricultural landscapes into the Italian domestic law. The sectoral planning system at the regional level plays a crucial role, as it represents an operational instrument where the supranational, state, and regional policies merge. In other words, it is the ultimate echelon of the transposition process, which influences the protection of the agricultural landscapes directly.

The sectoral planning system concerning the protection of agricultural landscape at the regional level is mainly presented in the form of: 1) landscape and

⁴⁶³ This group of sections partly base on the author's publication Salpina, D. (2020). *op., cit.*
Rf: www.aedon.mulino.it/archivio/2020/1/salpina.htm

territorial plans; 2) rural development plans; 3) and plans for the protected areas (e.g., park plans). The legal and institutional pluralism characterizing the protection of the agricultural landscape demonstrates how agricultural landscapes are linked to several social fields. The objective of this section is to understand the interactions between sectoral planning instruments in Italy and give the primary reflections on the possible overlays and incongruences between them. This discussion will be completed with the empirical research presented in the next chapter (see the sections on 'Planning and control').

2.4.1. Agricultural landscape in the maze of territorial and landscape planning instruments

In the protection of the agricultural landscape, the spatial configuration is of primary importance. Therefore, before the discussion on the interrelations between the landscape plans and other sectoral planning/programming instruments (RDP and park plans), it is important to note that in Italy, there is the urban planning system that competes with the landscape plans in terms of territorial and spatial governance. Thus, the primary function of territorial/urban plans is to define the socio-economic and spatial development strategies for the concerned territorial level (municipality/s, region), which involves the landscape planning. Given the functional similarities and territorial overlaps between regional landscape plans and territorial plans at the regional level (often called PTC), according to the Code n.42/2004 the regions can either develop a separate landscape plan or merge it with the existing territorial plan. In this view, in some regions, the PTC has been 'absorbed' by the landscape plans.

The main point of divergence and overlaps within the Italian territorial governance system can be best observed in the interaction of landscape plans with urban plans at municipal and supra-municipal levels. The first is the core of the Code on cultural heritage and landscape, while the latter is the core of the National Urban Law. As such, they both directly influence the protection and transformation of the agricultural landscape, at least its physical dimension. Landscape plan and urban plan are two parallel instruments, which at once have similar functions, but different nature and objectives. The common objective of the urban plans in Italy is to guarantee the socio-economic development of the territory by avoiding extensive urbanization. At the same time, their primary tool is the zoning system, which defines the types of use permitted in each of these zones. The landscape plans, instead, divide the regional territory into the areas (*ambiti*), in order to define those with high

landscape value, degraded, and at risk. According to the characteristic of each area, the landscape plan attributes the landscape objectives (e.g., conservation of landscape values, rehabilitation, or urban development) and discipline of use and transformation. In other words, landscape plans govern the transformation of territory through the prism of landscape protection.

The landscape plans have the specific sectoral objectives of landscape planning and protection, while the municipal plans at once responsible for the socio-economic aspects, water, and soil protection, public safety, heritage, and landscape protection, public infrastructure. (fig., 32). In this context, the protection of traditional agricultural landscape in urban plans is only one of the multiple objectives, which might be suppressed by other interests.

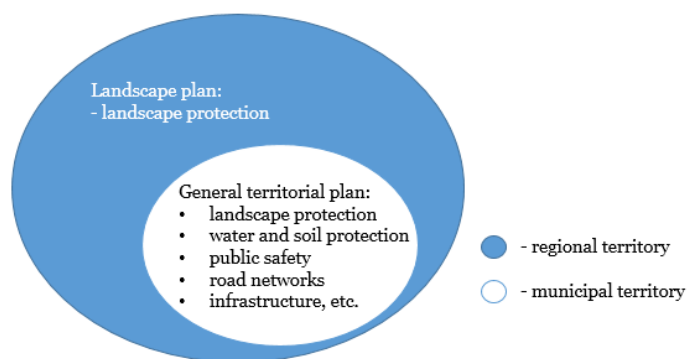


Figure 32. Difference of landscape and general territorial/municipal urban plan.

For this reason, the landscape plan is often placed in the category of sectoral plans, while the urban plan in the category of the general plans.⁴⁶⁴ The figure above demonstrates that both planning instruments might concern the protection of agricultural landscapes, but from different perspectives and scales. Thus, the landscape plans cover the whole regional territory, while the urban concerns only municipal or supra-municipal territories.

Regardless of the differences of scale, the lack of coordination between these planning instruments might bring to the overlaps or even to the interconnectedness of different legal systems and normative orders. Thus, the

⁴⁶⁴ See Vettori, N. (2017) Il piano paesaggistico alla prova. I modelli della Toscana e della Puglia. *Aedon*, 2017, n.1; Dal Piaz, A. (2009) *op. cit.*, 183-186; Matteucci S. C. (2005) La pianificazione paesaggistica: il coordinamento con gli altri strumenti di pianificazione. *Aedon*, 2005 n.3

existence of two planning systems with similar functions may impose the issue of double landscape authorization procedure.⁴⁶⁵ The Code assigns the function of authorization in the field of the landscape to the regions. The authorization function can also be delegated to the provincial and local authorities if they can guarantee an adequate scientific and technical competences, as well as the differentiation between landscape protection activities and the exercise of administrative functions in urban planning and construction.⁴⁶⁶ It seems that the legislator was trying to avoid the clashes between interests of landscape protection and socio-economic development.

Nevertheless, the clashes emerge concerning productive function and landscape/heritage function of agricultural landscapes. Thus, an agricultural farm in Lombardy sued its municipal administration to include the property of the farm among the protected agricultural areas (*'aree agricole di tutela'*) within the Territorial Governance Plan (PGT). This would mean an absolute prohibition of building new constructions in the agricultural area. According to national legislation, the municipal urban plans can impose the regulation stricter than those provided in the regional landscape plans.

However, the court (*Cons. Stat., sez. IV, 18 nov.2013, n. 5453*) held that the municipal urban plan introducing the absolute ban on construction is illegitimate, as it does not appear logical or consistent with the purposes of development. According to the court decision, absolute prohibitions on building in agricultural areas require a specific and particular motivation, as they harm the legitimate expectation of the agricultural entrepreneur for the development of his business. This means that the power of municipal urban planning has limits concerning the productive function and statute of agricultural areas defended by regional regulations. It refers to the development plans of the farms (*it., il Piano di Sviluppo Aziendale*, otherwise called *Programma aziendale pluriennale*

⁴⁶⁵ For the detailed analysis of the Italian supra municipal planning system see Di Mario, A. (2014) *La Pianificazione Sovracomunale*. In Cabiddu, M.A. (a cura di) *Diritto del Governo del Territorio*, Giappichelli, Torino, p.187

⁴⁶⁶ Art. 146 comma 6: *'La regione esercita la funzione autorizzatoria in materia di paesaggio avvalendosi di propri uffici dotati di adeguate competenze tecnico-scientifiche e idonee risorse strumentali. Può tuttavia delegarne l'esercizio, per i rispettivi territori, a province, a forme associative e di cooperazione fra enti locali come definite dalle vigenti disposizioni sull'ordinamento degli enti locali, ovvero a comuni, purché gli enti destinatari della delega dispongano di strutture in grado di assicurare un adeguato livello di competenze tecnico-scientifiche nonché di **garantire la differenziazione tra attività di tutela paesaggistica ed esercizio di funzioni amministrative in materia urbanistico edilizia**'.*

di miglioramento agricolo) that determines the needs for the transformation of the farmland and the number of constructions for the planned activity. Such plans are proposed by the farm owner and approved by the municipal council.⁴⁶⁷

Thus, it represents an instrument requiring the private-public agreement. The farm plans subordinate the municipal implementation plan (*it., un piano attuativo convenzionato*) in the questions concerning the construction of new rural buildings. The latter represents a technical addition to the municipal urban plan and includes the urbanistic ordinance for the agricultural areas.⁴⁶⁸ Thus, we can assume that the protection of the agricultural areas within the municipal urban plan, to some extent, can be ‘manipulated’ by the economic interests of private bodies (e.g., farmers, producers).

In a similar case (*Cons. Stat., Sez. VI, n. 718, del 10 feb.2015*), the initiative of an agricultural society to plant vineyards was approved by municipal commission and refused by the *Soprintendenza*. The refusal was motivated by the fact that the cultivation of vine terraces would ‘negatively affect the balance and harmony of the protected area, characterized by forest masses, [...] meadows and pastures of high natural value’. The municipal commission had previously defined the area as an area for agricultural use, and have not detected a severe impact of the new crop (vines) with the protected environment, considering the presence of similar crops in the vicinity. The judgment of the Court in favor of the agricultural society was supported by the fact that the refusal of cultivation would incur excessive pressure on property rights. Besides, it would be seen as a disincentive to the agricultural practice and have adverse effects on the maintenance of the territory.⁴⁶⁹ Both cases demonstrate another vision on agricultural landscapes as a productive space to be exploited for productive and economic purposes.⁴⁷⁰

The decision becomes even more complicated when it comes to the characteristics of agrarian landscapes protected by law through the restrictions on landscape transformations (*it., vincolo paesagistico*). Thus, the Regional Administrative Court of Veneto (*T.A.R. Veneto, Sez. II 2 gennaio 2019, n. 9*) has ruled in favor of the superintendence that has refused the authorization for the

⁴⁶⁷ Piscitelli, L. (2017) *op.cit.*, 85-91

⁴⁶⁸ See Urbani P. La disciplina urbanistica nelle aree agricole. Available at: astrid-online.it

⁴⁶⁹ Cons. Stat., Sez. VI, n. 718, del 10 feb.2015: ‘si incorrerebbe in una compressione eccessiva delle facoltà proprietarie e si otterrebbe il controproducente effetto di una disincentivazione della pratica agricola, con effetti negativi paradossali sulla buona manutenzione del territorio’.

⁴⁷⁰ Consiglio di Stato sez. IV n. 5453 del 18.11.2013/ Rf: <http://www.palermolegal.it/wp-content/uploads/2016/12/Cons.-St.-sez.-IV-n.-5453-2013.pdf>

cultivation of 38.000 sq.m of vineyards. However, the agricultural farm previously received the landscape authorization from its municipal administration. The main reason for refusal was the fact that such a vast area converted to the vineyards would alter the environmental-landscape characteristic of the area and create a *'new landscape of monoculture.'* In this case, neither the infringement of the property rights, no the disincentive of the agricultural activities could prevail the interest of landscape protection, because the heritage value of the area has been recognized.⁴⁷¹

In another case (TAR Sardegna, sez.II, Sent. n. 1810/2007), the municipal administrations have accused the regional authorities in drafting the landscape plan, without the consideration of the socio-economic development needs and the risk of abandonment of the rural area that mainly rely on the agricultural activity. The court has ruled in favor of the region. It has outlined that the sustainable development principle does not mean that the socio-economic interest can prevail over the landscape protection: *'il nuovo piano deve prevedere interventi di valorizzazione e valutazioni ispirate alle 'prospettive di sviluppo sostenibile' (art 135, 3 comma lett. d, art.132, secondo comma), concetto quest'ultimo che seppure diretto ad introdurre un collegamento tra protezione del paesaggio e valori economici, non deve tuttavia essere inteso come giustificazione di una recessione 'in misura accettabile' del primo rispetto ai secondi.'*⁴⁷²

This court decision brings us to Art. 145 comma 3 of the Code, according to which the landscape plans cannot be derogated and are cogent to all territorial planning instruments, including urban plans. As such, the landscape plans immediately prevail in the different dispositions of the territorial plans; to the extent, it concerns the landscape protection interest. In this view, article 145 comma 4 of the Code requires the conformity of the municipal urban plans with the landscape plans. Thus, the Code positions the landscape protection interests over territorial development and other socio-economic interests.

Despite the hierarchic primacy of the regional landscape plan over the municipal urban plans, it leaves a room for adaptation and integration of the landscape planning at the immediate level.⁴⁷³ It is important to understand that landscape plans focus on the broad and strategic planning of the regional territory.

⁴⁷¹ T.A.R. Veneto, Sez. II 2 gennaio 2019, n. 9. Rf: <https://www.osservatorioagromafie.it/wp-content/uploads/sites/40/2019/01/tar-veneto-9-2019.pdf>

⁴⁷² TAR Sardegna, sez. II, Sent. n. 1810/2007

⁴⁷³ Matteucci S.C. (2005), *op. cit.*

At the same time, the adaptation of these strategic lines to the realities of a single community is left to the municipal urban plans. The municipal plans must conform to the landscape transformation restrictions defined in the landscape plan unless the latter does not specify the 'less relevant' areas flexible to the provisions of the municipal plans.⁴⁷⁴ For the moment, not all regions have adopted the landscape plans as requires by the Code, and only a few of the municipal authorities have adjusted their urban plans to the provisions of the new landscape planning system. The process and timing for the adaptation of the municipal plans differ across the region. Besides, the procedures of adjustment of the municipal plan to landscape plan should conform to the regional urban laws. It creates the heterogeneity between the regional landscape planning frameworks and the protection of agricultural landscapes; at least those that have not yet been recognized as a heritage remain perplexed.

Overall, in all the above-discussed cases, we can observe the clashes introduced by overlaps and incongruences between the spatial planning instruments at the municipal, provincial and regional levels because these spatial planning instruments coordinate the decisions of the concerned administration concerning landscape authorization. Those are significant, but episodic interpretations of the clashes between landscape protection and rural development/economic interests. However, by understanding these clashes and their origins, it is possible to understand the importance of finding a balance between the socio-economic and landscape protection interests.

2.4.2. Landscape planning *vis-à-vis* rural development plans

Besides the territorial planning instruments, the landscape plans are binding and cogent to the socio-economic planning instruments, including the rural development and other sectoral plans. This again demonstrates the primacy of the landscape protection over the socio-economic interest established by the Code. The principle of primacy is ensured through the content of the regional landscape plans, which define the territories protected by the law and the areas subject to specific land use forms. Further, these areas must be taken into consideration by the competent regional entities while drafting the rural development plans and distribution of the funds.

⁴⁷⁴ It is important to note that non-conformity of urban plan to landscape plan doesn't necessary result the repeal of the former, but just to the abolition of its specific provisions.

The strategic environmental assessment procedure (known as VAS) ensures the compliance of the rural development plan with the disciplines and strategies established by the regional landscape plan.⁴⁷⁵ The assessment of the rural development plan must consider the possible impact of the plan on the landscape and heritage in addition to the impact on the atmosphere, energy, hydrosphere, biosphere, waste, and soil. However, the analysis of the regional RDPs has demonstrated that the assessment is often limited to a list of regulations on landscape protection. The qualitative and quantitative analysis is often applied only to the environmental components (e.g., soil, water) of the area concerned while the landscape lacks the detailed assessment of the risks in relation to the RDP measures.

At first hand, these issues can be explained by the lack of conventional methods and comprehensive evaluation criteria for the landscape. It is important to remind that there is no comprehensive mythology, which would guarantee the visual impact of the new installations (e.g., windmills, processing industries, and hangars) on the landscape. Second, the strategic environmental assessment often involves the experts from the environmental field, which might result in an extensive analysis of the environmental aspects and lack of attention to the landscape/heritage elements, which require interdisciplinary expertise.

In addition, it is crucial to understand that, at the regional level, rural development and landscape policies follow a different trajectory. The RDP is '*a programmatic instrument, which allocates the economic resources among a plurality of stakeholders (mainly farmers)*'.⁴⁷⁶ At the same time, the landscape and park plans in Italy represent the regulatory instruments. As such, they establish rules and constraints for the transformation and/or preservation of the territory and are not associated, at least directly, with a budget. According to Spaziante et al. (2012), the '*allocation of economic resources and the establishment of regulations (which in the Italian context is the main difference between 'programs' and 'plans')* sometimes follow different rationales'.⁴⁷⁷ This fact has important implications for how these instruments are elaborated and on the heterogeneity of their subsequent implementation.

⁴⁷⁵ According to the Environmental Code (n.152/2006), the main function of the VAS is the evaluation of the plans/programs in regards to the environmental considerations (Art.5.1) before their approval. Thus, it is a preliminary procedure, without which the plans and programmes can't be approved.

⁴⁷⁶ Spaziante A., et al. (2012) *op. cit.*, p.218

⁴⁷⁷ Ibid.

Double protection by landscape and park plans.

In terms of landscape protection, the provisions of landscape plans upstage the provisions contained in the territorial plans provided by the sectoral regulations, including those of the managing bodies in the protected natural areas such as park plans and regulations⁴⁷⁸. This principle has engendered a number of discussions.⁴⁷⁹ First, because the Code on cultural assets contradicts and landscape contradicts to the Law on the protected areas regarding their hierarchy. The Art.12 comma 7 of the Law on protected areas states that the park plan at every level replaces the landscape plans, territorial or urban plans, and any other planning instrument. Second, the landscape and park plans have similar nature, because to some extent, both are territorial plans covering the wide-area (it., *piano d'area vasta*). Third, they have a similar function as both are concerned with the protection of historic, cultural, and landscape values. Also, they might cover the same area, and as a result, the same cultural heritage assets and landscapes. That is because the landscape plans concern the entire regional territory, including those of parks. In this context, the content of two plans, to some extent, overlaps. According to article 12 of the Law on protected areas, the first part of the park plan includes the set of norms concerning the public property, which does not differ much from the landscape plans. Nevertheless, the second part incorporates the strategies and projects directed to the protection of the ecosystem and naturalistic elements (e.g., flora, fauna, soil, water, landscape), as well as the cultural and historic assets if applicable.

Thus, regardless of the possible overlaps between two planning instruments, it is essential to remember that the park plans aim to nature protection in the first

⁴⁷⁸ Art.145 comma 3 of the Code n.42/2004 states: '*Per quanto attiene alla tutela del paesaggio, le disposizioni dei piani paesaggistici sono comunque prevalenti sulle disposizioni contenute negli atti di pianificazione ad incidenza territoriale previsti dalle normative di settore, ivi compresi quelli degli enti gestori delle aree naturali protette.*'

⁴⁷⁹ See De Luca, L. (2014) *Piani paesaggistici e piani per i parchi. Proposta per una razionale divisione del lavoro amministrativo*. In *Rivista Giuridica di Urbanistica*, Vol.1, 72-83; Amorosino, S. (2006) *I rapporti tra i piani dei parchi e i piani paesaggistici alla luce del Codice Urbani*. Aedon, n.3/2006. Rf: <http://www.aedon.mulino.it/archivio/2006/3/amorosino.htm>; Vettori, N. (2017) *Il piano paesaggistico alla prova. I modelli della Toscana e della Puglia*. Aedon, n.1/2017. Rf: <http://www.aedon.mulino.it/archivio/2017/1/vettori.htm>; Albanese F., (2010) *Il Piano paesaggistico non può prevalere sul piano del parco*. Lexambiente, Rf: <http://www.lexambiente.it/beni-ambientali/169/6103-beni-ambientali-piano-paesaggistico-e-piano-parco.html>.

place, while the landscape plan to the landscape protection. This peculiarity has been evidenced in the decision of the State Council (*Cons. Stato*, sez.V, sent. n. 3515 del 2012), which has confirmed the primacy of the landscape plans over the park plans only in regards to the landscape protection aspects. Thus, as stated by Amorosino (2006), we deal with the partial (*‘si tratta di una supremazia a valenza parziale’*), and not of an absolute primacy of the landscape plans. In other words, everything that concerns landscape protection is under the jurisdiction of landscape plans, and everything that concerns the nature and environmental protection is under the jurisdiction of the park plans. *How can we make the distinction of what is landscape protection and nature protection matters, if both are strictly correlated and interdependent?* Think about the case of agricultural landscapes where the general nature and culture components are interdependent. Thus, we might focus on the case of the parks where the cultural (landscape) values have the same importance or even ‘prevail’ over the natural components. Those are highly ‘anthropized’ parks (e.g., Cinque Terre), where the agricultural landscapes constitute the central element of the protection and the primary function of the park entity. It creates a mismatch between the legal power of the park entity on the landscape protection and its function attributed by the State. Several juridical cases demonstrate the relevance of the complex interrelation between the park and landscape plans in the ‘anthropized’ protected areas. One of the illustrative examples is the case regarding the decision of the Committee for Natural Protected areas to establish the natural reserve in Ischia Island, which would cover a part of the municipality. The case (*TAR Campania, Sez. I, n. 43/2005*) has shown two controversial aspects. On the one hand, the possible institution of the natural reserve would have ‘stolen’ the function of the territorial administration in terms of landscape protection, and this way could have created the overlaps with the regional landscape plan. On the other hand, the territory cannot be considered by the park only through the prism of the ecosystem and naturalistic interest, because it is characterized by an exceptional cultural landscape (i.e., work of man and nature), rather than naturalistic elements alone.

In order to decide to whom give the competence for the territorial governance, the Court had to make a clear-cut distinction between the protection of nature and landscape,⁴⁸⁰ by referring to the definition of the natural reserve provided in the Law on protected areas (Art.2 comma 3): *‘the institution of the natural protected*

⁴⁸⁰ See the comment on the Court ruling in Amendola L. *Un’equivoca distinzione tra valori ambientali e paesaggistici. Breve nota a commento della sentenza n. 43/2005 del TAR Campania*. In *Diritto all’ambiente*. Rf: http://www.dirittoambiente.net/file/territorio_articoli_92.pdf

area should refer to the presence of specific and well defined natural values, such as flora, fauna, ecosystem or genetic resources). In contrast, the protection of the environment must guarantee the conservation of physical, chemical, and biologic characteristics of the environment''⁴⁸¹. The case engenders the question of whether the park authorities should ignore landscape protection at all? In that case, how effective would be the protection of the natural aspects by ignoring the landscape and vice versa?

By imposing its rules concerning landscape protection, the landscape plans create the up-down process of decision making. This largely contradicts with the principles of the European Landscape Convention, which was the reason for the establishment of the regional landscape plans in Italy. Paradoxically, the interrelation between the park instruments and landscape plans can be considered both bottom-up and up-down, depending on whether we look at them from an administrative perspective or an actual function. Thus, from the administrative perspective, the national parks are state-managed body, and therefore, the park plans would be placed on a higher level than the landscape plans managed mainly by the regional authorities. Contrary, from actual function, the park instruments are closer to the 'local community' often drafted with the participation of local actors and have the nature of an operative instrument.

The limits to the functions of the park as solely nature protection entity is reflected in the landscape authorization process. Article 146 comma 6 of the Code on cultural heritage and landscape assigns the regions to the landscape authorization function. Further, the regions can decide whether to delegate this function to the local and provincial entities. Whatever the entity competent for the landscape authorization, it must take into account the binding opinion of the state superintendent for the landscape assets protected by the Law. ⁴⁸²

⁴⁸¹ Translation of the author from the original text of the Court ruling (TAR Campania, Sez. I, n. 43/2005): *'A termini dell'art. 2 comma 3 della legge quadro sulla aree protette (6 dicembre 1991, n. 394), l'istituzione di una riserva naturale deve essere ancorata all'esistenza di specifici e ben individuati valori naturalistici (una o più specie naturalisticamente rilevanti della flora e della fauna, ovvero uno o più ecosistemi importanti per le diversità biologiche o per la conservazione delle risorse genetiche). La tutela dell'ambiente, invece, mira a garantire la conservazione di caratteri fisici, chimici e biologici delle matrici ambientali (terra, aria, acqua) tali da mantenerle capaci di sorreggere la vita dell'uomo e, più in generale, di comunità animali e vegetali ampie e ben diversificate'*

⁴⁸² In this context, it is important to make the distinction between two types of the authorization process for the landscape transformation. First, the simplified authorization, released by the local entity, which doesn't involved the superintendence. Second, the

Often the regional normative (e.g., territorial governance, urban laws) defines the areas falling under the authorization competence of the municipal authorities (*zone di Iniziativa Comunale IC*) and park entities if any. However, most often the park entities are limited to the decision regarding the *nulla osta*, a type of authorization procedure imposed by the Park Law, which can be released after the verification of the compatibility of the intervention with the park plan and regulations⁴⁸³. It is a preventive authorization by the park entities, which must precede the landscape authorization issued by the municipal authorities or park entity itself if provided by the regional normative.

The jurisprudence on the subject (*Consiglio di Stato, Sez. VI, n. 2410, del 6 maggio 2013*) has made clear the distinction between the *nulla osta* and the landscape authorization. Thus, the evaluation for *nulla osta* released by a park should be limited to the extent that the intervention concerns park protection objectives (primarily nature and environmental protection). At the same time, landscape authorization should be based on the protection of landscape values. Although there seems to be a clear cut division of functions in terms of the authorization when it comes to the agricultural landscapes incorporating both natural and architectonic elements, such procedure may bring to the duplication of the authorization procedure and the conflict of functions. This argument suggests an increasing necessity in the inter-sectoral collaboration in drafting the landscape and park plans.

The integration of park plans with other sectoral policies is guaranteed by the inter-institutional composition of the Park Councils. The Law on protected areas disposes of a few aspects regarding inter-sectoral cooperation in the protection and management of the protected areas. First, is the Committee establishing the three-year State program for the protected natural areas should be composed by representatives of the Ministries of the environment (Mattm), of agriculture (Mipaaf), of culture (Mibac), of education (Miur) and the competent regional authorities? The voice of the municipal authorities, according to the Art.12 comma 4 of the Law on protected areas, is taken into consideration only where the socio-economic development of the territory is concerned. Second, the Directive Council of the Parks should include one member nominated by

ordinary authorization for the landscapes protected by the Law, which requires the opinion of the superintendence.

⁴⁸³ Art. 13: 'Il rilascio di concessioni o autorizzazioni relative ad interventi, impianti ed opere all'interno del parco è sottoposto al preventivo nulla osta dell'Ente parco. Il nulla osta verifica la conformità tra le disposizioni del piano e del regolamento e l'intervento [...].'

Mipaaf, this requirement, highlights the recognition of the role of agriculture within the protected areas. The participation of the Park community (including the municipal administration) in the process of drafting of the park plan also ensures the considerations of the local interests (including the socio-economic ones). However, in the case of landscape plans, the inter-sectoral collaboration is practiced less. It can be observed in the composition of the regional commissions for the declaration of landscapes of considerable public interest, which is a part of the landscape planning process. The commission is required to involve only the experts and regional authorities from the sectors of landscape protection and environment, while the participation of the experts from the economic sectors (e.g., agriculture) is not mentioned (Art 137.2). It only calls to consider all interests and views involved. This makes landscape planning a highly subjective process.

2.4.3. Rural development within the ‘natural’ protected areas⁴⁸⁴

Fisher et al. (2013) define four legal methods in the protection of nature: criminal offenses, enclave technic, governance technics that involve both public and private actors, and the integrating of nature conservation into other areas of decision-making.⁴⁸⁵ The latter refers to the integration of nature protection objectives in the rural development policy. Earlier we have discussed the divergence between the general plans (including park plans) and rural development plans, embedded in the regulative nature of the former and the economic nature of the latter.

However, while speaking about natural parks and reserves in Italy, we cannot defy the role of rural development. On the one hand, the rural development can guarantee the conservation of the protected areas by maintaining its physical dimension and associated natural values, on the other hand, the protected areas add value to specific rural areas and typical products.⁴⁸⁶ In this context, we can

⁴⁸⁴ The word ‘natural’ is placed in brackets in order to demonstrates the author’s disagreement on the categorization of the national and regional parks as a merely product of nature.

⁴⁸⁵ Fisher E., at al. (2013), *op. cit.*, pp. 923-924

⁴⁸⁶ See Nuzzo A. (a cura di). *L’agricoltura nelle aree protette dal Sistema di riferimento ai tre casi di studio*. In *Aree Protette: Adattamento professionale degli occupati nel comparto agricolo*. Federazione Italiana Parchi e Riserve Naturali, 13-42; De Quattro, A. (2006) *Lo sviluppo rurale: Strumento di tutela e di promozione delle aree protette*. Rivista giuridica Ambiente Diritto.

observe the attempts, at least at the institutional level, to find the synergies, both with the rural development and landscape policy instruments, which are dictated by the national, regional, and communitarian policies. Indeed, currently, we can observe the development of the communitarian policy towards the integration of environmental protection within sectoral disciplines. In particular, this relation can be seen in the EU rural development measures and other forms of support directed to the preservation of environmental qualities of rural landscapes and forests, including those located within the territory of natural protected areas. Specifically, it refers to several special measures supporting the sustainable use of agricultural areas (measure 10), investments in the restoration and preservation of natural heritage of villages, rural landscapes and high nature value sites (measure 7), support for farmers in mountain areas (measure 13) and protection of typical production in protected areas. The latter helps to equilibrate the income loss of parks' farmers, taking into account the number of restrictions and limits faced by the agricultural activity in the protected areas.

Overall, stakeholders in the protected areas (including municipal and park administrations, producers, farmers) have the priority in receiving the state and regional funds for the interventions favoring the state of agricultural landscapes, such as restoration of rural settlements, environmental conservation of the territory, including agricultural activities and forestry, development of agritourism.⁴⁸⁷ Thus, it incentivizes both private and public entities for the development of productive activities and services compatible with environmental protection objectives. Nevertheless, we can still attest that the current EU rural development policy helps agricultural landscapes, to a certain degree and at least at the legislative level, to perform both productive and environmental functions. However, *do we witness the same tendency in the case of the national environmental protection policy?*

The park law addresses rural development through the prism and within the limit of the nature protection objectives. It means that the productive function of agricultural landscapes within the park strategies comes only after 'the conservation and valorization of the natural heritage of the country.'⁴⁸⁸ Depending on the importance of the agricultural activities for the identity of the park (perceived and actual), the conservation of traditional agro-silvo-pastoral activities and rural development are often considered among the priorities of the park

⁴⁸⁷ Art.7 para b,d,f of the Italian Park Law

⁴⁸⁸ Principi generali, para 1, comma 1. Park Law

development. Thus, the zoning system of the park plans often includes the areas where the agricultural activities are allowed and even encouraged if they conform to the principles of biologic and traditional agriculture. Also, the parks foresee the compensations for disadvantages and constraints caused by park plans and regulations and impacted agro-forestry and pastoral activities.

Besides the productive function of the agricultural landscape, it is also essential to consider their role as a provider of recreational services (e.g., eco-tourism, agri-tourism). Indeed, the development of tourism and service-based activities remains the focal point in the socio-economic plans of the parks. Last few years, there were several proposals concerning a new reform that would favor the socio-economic development in the protected areas.⁴⁸⁹ The significant change concerned the simplification of the authorization procedures for the interventions within the protected areas that currently rely at once on park authorities, on superintendence (region), and municipal administrations. The debate regarding a new reform seems to rely on two opposing views. First, which proposes to move forward the socio-economic development regardless of the risk to compromise the natural values and integrity of protected areas, second, an 'old-school' protectionist position that would instead have inhabited protected islands, than putting them at risk.

However, it demonstrates the dilemma concerning the protection of the agricultural within the 'natural' protected areas.⁴⁹⁰ It is important to note that the funding for the protection and management of agricultural landscapes in the park plans mostly rely on the CAP funds provided within the rural development policy.⁴⁹¹ This is the practical evidence of the inter-dependence between nature protection and rural development interests in the protection of agricultural landscapes. Currently, the compliance of the rural development plans with the agricultural landscape in the protected areas is guaranteed through the regulative tool in the form of strategic environmental assessment. The tool verifies the presence of environmentally significant areas (e.g., *vincoli paesagistici*, UNESCO sites, Natura 2000 sites, national and regional parks, natural reserves), which must be respected. It also allows evaluating the possible impact of the

⁴⁸⁹ Modifiche alla legge 6 dicembre 1991, n. 394, e ulteriori disposizioni in materia di aree protette. Dossier n° 518/1 - Elementi per l'esame in Assemblea, 27.03.2017

⁴⁹⁰ It is also important to consider that unlike the relation between landscape and rural development plans both coordinated by the regions, there is the issue of different administrative levels where national parks and nature protection discipline are placed.

⁴⁹¹ See the case of Cinque Terre discussed in the Chapter III.

RDP on the early stages. Also, the VAS verifies the compatibility of planning tool with the RDP. Though, in the VAS report the attention is mostly directed to the plans concerning the whole regional territory (e.g., regional landscape plans, regional development programmes, regional water protection plans), with limited attention to the compatibility of the RDP with the specific park plans.

2.5. A glance at the French legal and institutional framework for the protection of agricultural landscapes

In Italy, there is a clear delegation of functions in the fields of agroforestry, economic development, environmental, and landscape planning to the Regions. In order to construct a broader vision on the legal and institutional protection frameworks in Europe, it is necessary to consider the protection of agricultural landscape in other European countries. The following last paragraphs of the chapter focus on the legal and institutional frameworks concerning the protection of the agricultural landscape in France. The choice was predicted by the practical simplicity to access and interpret the legal documents in the French language. Also, Italy and France are neighboring countries that form part of the historical-cultural matrix of the Central Mediterranean. Both countries follow the legislative framework of the EU, however France has a centralized administrative structure.

Although landscape protection is taken into account in many sectoral policies, it has not yet gained a separate legal framework and remains highly interconnected with the environmental protection field. At the same time, in Italy, as we could observe, the landscape protection has been established as a separate field of legislation, at least in relation to environmental protection. However, similarly to Italy, the multiplicity of other legal tools (urban, environmental, and rural codes) and associated administrative structures add complexity to the protection of French agricultural landscapes.

2.5.1. *La loi paysage* – the protection for ‘*remarquables*’ landscapes

Similarly to Italy, the rapid urbanization in France has engendered the necessity to protect the landscape on a legislative level. It has brought to the adoption of the law n.24/1993 (*la loi paysage*), conceived as a unitary framework for landscape protection. However, the multiplicity of legal tools concerning spatial planning, environment, rural development, and associated administrative structures makes the protection of agricultural landscape a highly fragmented and

complicated task. Before the discussion on the interaction of the sectoral policy instruments, we need to understand *whether and how the French legal system defines the agricultural landscapes?*

The French landscape law defines the landscape as the territories distinguished by their landscape interest (or value), except the territories subject to the territorial planning regulation of the urban code.⁴⁹² The 'circulaire' to article 1 specifies what the legislator intends by this landscape interest. The reference is made to the integrity, coherence, and 'richness' (or value) of the landscape as a heritage and testimony of the traditional industrial, artisanal, agricultural, and forestry activities.⁴⁹³ Thus, the law protects '*remarquable*' and traditional landscapes, and does not concern the mundane or degraded ones. More precisely, the law is concerned with the protection of '*the characteristic elements composing the structure of the landscape.*' According to the circulaire, the '*landscape structure*' refers to '*the combination of plant, mineral, hydraulic, agricultural, and urban elements that form ensembles or systems,*' such as *bocages*,⁴⁹⁴ cultivated terraces, road networks, walls. Although the text of the law does not include a word about the agricultural landscapes, we can observe particular attention to the elements of rural landscapes. The main instrument for the protection of the 'landscape structure' proposed in the law is landscape directives (*directives paysagères*). Article L 350-1 B of the French Environmental Code (*Code de l'environnement*) establishes that in areas remarkable for their landscape interest the State can issue directives for the protection and enhancement of landscapes. However those areas shall not be subject of territorial planning directives (DTA) established in the Urban Code. The landscape directives determine the guidelines and fundamental principles for the protection of landscape structures. Although drawn up by the State, they are subject to consultation with all local authorities, with environmental protection

⁴⁹² Loi n° 93-24 du 8 janvier 1993 sur la protection et la mise en valeur des paysages et modifiant certaines dispositions législatives en matière d'enquêtes publiques, Art.1 : '*des territoires remarquables par leur intérêt paysager, définis en concertation avec les collectivités territoriales concernées et lorsque lesdits territoires ne sont pas l'objet de prescriptions particulières prises en application de l'article L. 111-1-1 du code de l'urbanisme*'.

⁴⁹³ Circulaire n° 94-88 du 21 novembre 1994, para 1 : '*l'intérêt est établi soit par leur unité et leur cohérence, soit par leur richesse particulière en matière de patrimoine ou comme témoins de modes de vie et d'habitats ou d'activités et de traditions industrielles, artisanales, agricoles et forestières.*'

⁴⁹⁴ '*Bocage*' is the type of agricultural landscape widely spread in France, characterized by mixed woodland and pastures.

associations and the professional organizations concerned. According to Florio (2014), they can be compared to the Italian landscape plans.⁴⁹⁵

However, the landscape directives define the fundamental principles for the protection of landscape structures in specific areas, and not for the entire regional or provincial territories like the Italian regional plans do. The approval of such directives relies on the State, although its elaboration may involve the local communities.⁴⁹⁶ The spatial planning document must be compatible with the landscape directives.⁴⁹⁷ In some cases, the landscape directives directly opposable to clearing (*autorisations de défrichement*), occupation and land use authorizations.⁴⁹⁸ Since the approval of the law, only a few landscape directives have been approved. This issue refers to the complexity of the administrative process behind the elaboration of the landscape directives that requires coordination among the multiplicities of administrative unites and interests.⁴⁹⁹

2.5.2. *Les atlas de paysages – the French version of the landscape plans?*

The ratification of the ELC has taken a long trajectory within the French legal system. Only with the adoption of the law for the recovery of biodiversity, nature and landscapes (*loi n° 2016-1087 pour la reconquête de la biodiversité, de la nature et des paysages*) the French landscapes has gained a new definition, which replicates the ELC : *‘Le paysage désigne une partie de territoire telle que perçue par les populations, dont le caractère résulte de l’action de facteurs naturels ou humains et de leurs interrelations dynamique’*⁵⁰⁰. The law has provided a legal foundation for

⁴⁹⁵ Florio, S. (2014) La protezione giuridica del paesaggio in Italia e in Francia. Law. Université de Toulon, 2014.

⁴⁹⁶ Art. 1: *‘Ces directives déterminent les orientations et les principes fondamentaux de protection des structures paysagères qui sont applicables à ces territoires. Elles sont élaborées à l’initiative de l’Etat ou de collectivités territoriales. Elles font l’objet d’une concertation avec l’ensemble des collectivités territoriales intéressées et avec les associations de défense de l’environnement et des paysages agréées et les organisations professionnelles concernées. Elles sont approuvées par décret en Conseil d’Etat’.*

⁴⁹⁷ L. 131-1 and L. 131-7 of the French Urban Code.

⁴⁹⁸ L. 350-1 and R. 350-1 until R. 350-15 of Code de l’Environnement.

⁴⁹⁹ Cadieu P., et al. (1995) La loi Paysage, La lettre du cadre territorial, 1995 ; Dos Santos V. (1999) L’application de la loi paysage dans l’instruction du permis de construire: constat, critiques et solutions, *Memorie en droit*, Université Aix-Marseille.

⁵⁰⁰ Art. L. 350-1 A. La loi n° 2016-1087 du 8 août 2016 pour la reconquête de la biodiversité, de la nature et des paysages

landscape atlas that consider landscape in all its forms (degraded, abandoned, and mundane). The landscape atlases identify the landscape unites, characterize and qualify the landscapes of the departmental territory taking into account the dynamics of transformations, the role of socio-economic actors and values attributed to them by the socio-economic actors and the populations concerned⁵⁰¹. It is positioned as an awareness-raising document that calls for actions, guides choices of stakeholders, and public decisions in landscape planning through public participation. However, it does not provide concrete recommendations and program of concrete actions like the Italian regional landscape plans.⁵⁰² This function is attributed to landscape plans (*plan de paysage*) on the scale of a living area, based on voluntary approach and collaboration of local stakeholders.⁵⁰³

Similarly to Italy, the identification of landscape unites bases mainly on the geomorphological characteristics of the landscapes. However, the French version of landscape plans also applies enhanced methodology for the identification of landscape. In addition to the geomorphologic factors, the landscape unites are studied through their cultural representation, for example, in paintings, literature, and postcards. In addition, they may also consider the light pollution (*des nuisances lumineuses*) of landscapes and its prevention like in Nord-Pas-de-Calais.

Unlike Italy, the French landscape law does not consider the regions as the primary decision-makers, because the atlases are elaborated at the level of departments, which is the administrative level between region and municipality. The formation of landscape atlases is carried out jointly by the State and the local authorities. The absence of the landscape plans at the regional level can make the protection of landscape highly fragmented.

⁵⁰¹ Art. L. 350-1 B.: 'L'atlas de paysages est un document de connaissance qui a pour objet d'identifier, de caractériser et de qualifier les paysages du territoire départemental en tenant compte des dynamiques qui les modifient, du rôle des acteurs socio-économiques, tels que les éleveurs, qui les façonnent et les entretiennent, et des valeurs particulières qui leur sont attribuées par les acteurs socio-économiques et les populations concernées. Un atlas est élaboré dans chaque département, conjointement par l'Etat et les collectivités territoriales. L'atlas est périodiquement révisé afin de rendre compte de l'évolution des paysages.'

⁵⁰² Ministère de l'Écologie [MTES] (2015). Les Atlas de paysages - Méthode pour l'identification, la caractérisation et la qualification des paysages.

⁵⁰³ MTES (2017). Le plan de paysage. Agir pour le cadre de vie.

2.5.3. The integration of landscape within the French sectoral policies

Despite the lack of the binding force, the landscape law (1993) had considerable outcomes in terms of enforcement of landscape criteria in nature protection, spatial planning, rural development, and environmental protection instruments.

First, the landscape law enforces the landscape value within the urban regulations by integrating the assessment of landscape impact (*'volet paysager'*) into the preliminary studies of spatial planning. It is important to note that in France, there is no landscape authorization procedures, *vincoli* or administrative sanctions, except for the 'remarquables' landscapes. The planning and construction of the space are regulated by the Urban Code (*Code de l'urbanisme*), which requires to obtain the landscape permit (*permis de construire*) for the new constructions. In order to obtain the permit, the requesting body shall provide the so-called '*volet paysager*', assessing the environmental impact of the project. The landscape value is an additional criterion to the environmental impact assessment brought by landscape law.⁵⁰⁴ However, the impact assessment is limited to the visual component. The '*volet paysager*' must include: a spatial plan of construction, a plan of façade, photographic documents and other documents that allow assessing 'the visual impact' of the project⁵⁰⁵. While the impact on intangible or socio-cultural dimensions of landscapes is not taken into consideration, thus, within the French urban regulation, the landscape is still considered through the prism of environmental protection and merely as a physical structure.

Second, the landscape has been introduced to the rural land planning (*'aménagement foncier rural'*), regulated by the Rural Code (*Code rural et de la pêche maritime*). The proposal of the rural land planning projects must include the analysis of the environmental state of the area, including the landscape (L.121-1). The Code, among other objectives, aims to ensure the enhancement and protection of rural heritage and landscape (L. 111-2, n.9) and recognizes that enhancement and protection of 'agricultural space' (*l'espace agricole*) require the consideration of its economic, environmental and social functions.⁵⁰⁶ However, in

⁵⁰⁴ Ministre de l'agriculture (2010) Paysage et aménagement foncier, agricole et foncier. Document méthodologique.

⁵⁰⁵ *Volet paysager* is an obligatory element of the dossier to require construction permit (*permis de construire*). See example of *volet paysager* at: <https://www.fncaue.com/wp-content/uploads/2015/09/G635A.pdf>

⁵⁰⁶ L. 111-1: '*La mise en valeur et la protection de l'espace agricole et forestier prennent en compte ses fonctions économique, environnementale et sociale*'.

regards to the agricultural lands, the objective is to improve the agricultural exploitation through the unification of fragmented and dispersed land parcels in one property. Thus, regardless of the enhanced role of landscape within the Rural Code, the agricultural landscape is primarily regarded as a productive space. The landscape law has also contributed to the adoption of *loi n° 2005-157 relative au développement des territoires ruraux*, which supports the protection of agricultural landscape as an instrument of rural development. The article 1 stipulates that '*the State guarantees national solidarity in favour of rural and mountain areas and recognizes their specificity.*'⁵⁰⁷ The law establishes the provisions on the protection of agrarian spaces and peri-urban natural spaces (Art. 73-76), the renovation of built rural heritage (Art.97-102), protection and valorisation of pastoral spaces (Art. 120-126).⁵⁰⁸

Another legislative instrument, influenced by the landscape law, is the Environmental Code. The article 110-1 defines landscape as a common heritage of the nation and the element of the environmental right. Thus, on the one hand, the landscape is considered as an element of the environment and within the context of the environment. This inseparable connection can be observed in '*droit de l'environnement*', where a right to landscape is a part of the right to a healthy environment.'⁵⁰⁹ However, on the other hand, the article 350-1 focuses on the areas distinguished by landscape interest (*espaces remarquables par leur intérêt paysager*), including the landscapes of traditional industrial, agricultural, and forestry activities. Here we can see the duplication of the concept of landscape as defined in the landscape law.

2.5.4. Multi-level spatial planning

It is important to note that the EU Strategic Environmental Directive has been transposed to the French legislation both through the Environmental Code and through the Urban Code. Therefore, these legal instruments represent the main point of reference in assessing the compatibility of sectoral planning tools. In addition to the construction permit, the Urban Code regulates the multiplicity of spatial planning instruments, including local urban plan or PLU (*plans locaux d'urbanisme*), *cartes communales* (a simplified form of local urban plans), territorial

⁵⁰⁷ Loi n° 2005-157 du 23 février 2005 relative au développement des territoires ruraux.

⁵⁰⁸ Ministère de l'agriculture (2010). Paysage et aménagement foncier, agricole et foncier. Document méthodologique.

⁵⁰⁹ Prieur, M. (2011), *Droit de l'environnement*, Paris.

coherence schemes or SCOT (*schémas de cohérence territoriale*), and the territorial directives (*directive territoriale d'aménagement*, DTA). The latter two have particular importance in the framework of this research, as they cover the large territorial unites and operate at the supra-municipal level. The DTA was conceived as the strategic urban planning document of the State that concerns the natural areas, sites, and landscapes by delimitating the areas for the big industries.

Similarly, the SCOT is a territorial project concern several aspects including housing, mobility, commercial development, environment and landscape. The law for access to housing and renovated town planning, known as *loi ALUR*, has introduced the obligation to define 'landscape quality objectives' in the SCOT. Although DTA prevails over SCOT, sectoral (*schémas de secteur*), and municipal plans (*carte communale*), it has gained several critics due to its incompatibility with SCOT, because both, DTA and SCOT, concern landscape planning at the supra-municipal level.⁵¹⁰

2.5.5. Interaction of spatial planning and nature protection interests

In addition, to the fragmentation within the urban planning instruments, there is the complexity of the relations between park instruments and urban plans, as demonstrated in the case of the regional park of Oise-Pays de France⁵¹¹. In 2008, the municipality of *Epinay-Champlâtreux* adopted the new occupation plan for the public land, including the modification of the municipal zoning. This would allow the construction of the private project (including an open-air quarry, an ordinary industrial waste storage activity, a public rubbish dump, and a non-hazardous waste sorting centre) within the territory classified as an agricultural zone. The administration of the regional park *Oise-Pays de France* has claimed illegitimacy of the modification plan and requested its annulation at the Administrative Court of *Cergy Pontoise*. Due to the incompliance of the modifications with the Park Charter, the court has ruled in favor of the park. Following the appeal of the municipal administration, the State Council (*Conseil d'Etat*) did not find the incompatibility of the park and urban instruments and has canceled the judgment of the Administrative Court. The text of the decision specifies that the park charters do not produce the same legal effects as the urban planning documents, as they are not enforceable against third parties, and they

⁵¹⁰ See Madiot, A. Y. (1992) *Urbanisme e aménagement du territoire*, AJDA, p. 113

⁵¹¹ *Conseil d'État*, 6ème / 1ère SSR, 12.02.2014, 357215

do not constitute planning documents within the meaning of Article R. 600.1 of the Urban Code.⁵¹²

Similarly to the Italian park plans, the French park charters are considered the strategic instruments, with juridical force, operating at the inter-communal level. The landscape law (1993) upraises the role of the regional natural parks in the protection of landscape structures.⁵¹³ The charters of parks (*la charte du parc*) are determined as the main instrument defining the fundamental principles for the protection of landscape structures within the park territories.⁵¹⁴ However, the court has ruled that the park charters cannot be considered as spatial planning instruments. The decision of the court in favour of agricultural land transformation was motivated by the fact that the area doesn't have a 'remarquable' character, although it has been classified by the park as '*zone d'intérêt et de sensibilité paysagère*'; and that the project concerns waste management policy. Therefore the project contributes to the environmental protection objectives of the park.⁵¹⁵

Overall the case demonstrates the complexity of the decision-making regarding the spatial planning and landscape/environment protection interests in France. It is important to outline that there is a sort of convergence between spatial planning and environmental protection from an institutional point of view. At the regional level, both spatial planning and environmental protection are assigned to the Directorates for the environment, housing and planning (*Direction régionale de l'Environnement, de l'Aménagement et du Logement*, known as DREAL). Those are decentralized services of both the Ministry of ecology (*Ministère de la Transition écologique et solidaire*) and the Ministry of Territorial Cohesion (*Le ministère de la Cohésion des territoires et des Relations avec les collectivités territoriales*).

⁵¹² See Pouthier, T. (2014) La réception des chartes des parcs naturels régionaux par le juge de l'urbanisme. Note sous Conseil d'État, 12.02.2014, Commune d'Épinay-Champlâtreux, n° 357215. L'Actualité juridique. Droit administratif, p. 1338.

⁵¹³ Art. 244-1, la loi paysage : 'Ils [les parcs naturels régionaux] constituent un cadre privilégié des actions menées par les collectivités publiques en faveur de la préservation des paysages et du patrimoine naturel et culturel'.

⁵¹⁴ Ibid.: 'Elle comporte un plan élaboré à partir d'un inventaire du patrimoine indiquant les différentes zones du parc et leur vocation, accompagné d'un document déterminant les orientations et les principes fondamentaux de protection des structures paysagères sur le territoire du parc'.

⁵¹⁵ See the opinion of 'Mission Juridique: DREAL Auvergne-Rhône-Alpes'. Rf: www.auvergne-rhone-alpes.developpement-durable.gouv.fr/IMG/pdf/2015-3021.pdf

2.5.6. Interaction of rural development and environmental interests

The convergence of administrative units does not concern agriculture, which remains a separate function of the Regional Directorates for Food, Agriculture, and Forestry (*Directions régionales de l'Alimentation, de l'Agriculture et de la Forêt*). Such clear cut division at the administrative level means the independence of the statutes and as a consequence the compartmentalization of agricultural and environmental laws, where '*the competent administrative authority issuing an authorization cannot base its decision on the legislation under which another authorization must be granted.*'⁵¹⁶ Besides the administrative division, there are a number of other complexities in the integration of agricultural/rural development and environmental protection instruments. The French environmental legislation provides a range of instruments to encourage farmers to take care of the environmental dimension of their land, including environmental taxation, penalties, authorization, and monitoring of agricultural activities. Generally, the taxation of agricultural pollution is considered to be not sufficiently dissuasive in terms of environmental protection.⁵¹⁷ While the authorization and monitoring activities set under the law on classified facilities have a direct reference to the interrelation between environmental protection and rural development interests. Thus, the French environmental legislation envisages several requirements for the projects concerning the construction of agricultural farcialities (such as biogas plants, dairies, wineries, grain hangars, and slaughterhouses) and sets the thresholds for the production volumes.

However, it does not cover the landscape dimension of agricultural activities. Thus no requirements are foreseen for vineyards and crop fields, for instance. On its turn, the French rural development policy has several measures concerning environmental and landscape protection. Thus for the planning period of 2014-2020, the national rural development programme is articulated through 6 measures: Setting-up of young farmers; management of Natura 2000 sites; agri-environmental-climate payments for commitments going beyond mandatory requirements, organic farming, payments to the areas facing natural constraints; payments in relation to Natura 2000 and Water Framework Directive. Further, these national measures are formalized in 21 regions of the

⁵¹⁶ For further explanation of the *compartmentalization* issue see Hermon, C. (2015). The Relationship Between Agricultural Law and Environment Law in France. In Monteduro M. et al (eds.) *Law and Agroecology: A Transdisciplinary Dialogue*. Springer, p.242

⁵¹⁷ *Ibid.*, pp. 249-251

main land.⁵¹⁸ Thus, most of these measures have close reference both to landscape protection and environmental objectives. In the figure below, we can observe that measure 13 providing ‘payments to areas facing natural or other specific constraints’ takes an integral part of the budget of the regional RDP in France. The funding under this measure were mainly directed to the restoration of hedgerow, pond, and delayed mowing in the vulnerable mountain areas and Natura 2000 sites. An essential amount of the rural development funds is used in the reduction of the use of pesticides and fertilizers, the introduction of the intermediate crops, and grass cover, under the measure 10, although its share is less impressive (fig., 33).

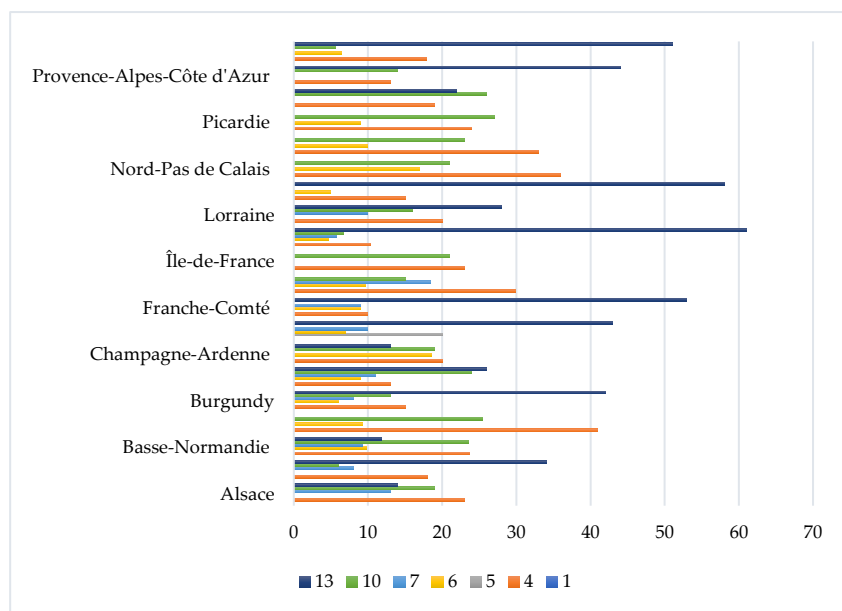


Figure 33. The share of the measures relevant for the protection of agricultural landscapes in the regional rural development programmes in France.⁵¹⁹

A significant share of the RDP funds is directed to measure 4 ‘Investments in physical assets’. Within the French rural development framework, this measure was articulated through the modernization and competitiveness of agricultural

⁵¹⁸ See ‘Programme national de gestion des risques et assistance technique’. Rf: https://agriculture.gouv.fr/sites/minagri/files/programme_2014fr06rdnp001_1_2_fr-1.pdf

⁵¹⁹ Elaboration of the author based on the RDP factsheets of the French regions.

exploitation. This demonstrates that intensive farming conforms to the current rural development strategy. Similarly to Italy, the authorization of the farming activities falls under the jurisdiction of *the prefecture*, and decisions are taken based on the strategic plans of the concerned territorial unit. Although the role of environmental interest in the evaluation of the projects is continuously increasing, yet it is a secondary interest and can take place only after the priorities have been achieved. In this context, the rural development priorities in France are still directed to the expansion of small farms, the arrival of new farms, and their viability.

CHAPTER 3. LOCAL MANAGEMENT AND GOVERNANCE PRACTICES

3.1. Management of agricultural landscapes: Conceptual tangles

Management is a broad, ‘catch-all’ term, which can be understood in different ways depending on the context. During the last decade, the term has been largely used in the studies focusing on landscapes. The analysis of the literature on the subject has shown the variety of the existing interpretation. The three most often used interpretations derive from different ways in which the word ‘landscape’ is conceptualized. First, management of landscapes as a *bio-geo-physical space*. Here, the focus is on *in-situ* practices or the physical act of maintaining, conserving, and changing landscape (e.g., cultivation of plants, agronomic decisions) (Vissac, 2005; Pelorosso et al., 2011; Vaz et al., 2019; Rallings, 2019). Second, landscape as a *designed space*, where management merely defined as a synonym for landscaped planning or spatial organization (Colléony et al., 2017; Chamberlain and Meitner, 2013). Third, the management of landscape as a *social-ecological system*. In this case, the landscape management is interpreted through actors, interests, policies, formal organizations and governance networks (Estrada-Carmona et al., 2014; Slotterback, 2016; Fischer, 2018; Moore and Tully, 2018; Mann et al., 2018; Fischer et al., 2019). The heterogeneity of interpretations indicates on the existence of the conceptual nodes between management and conservation, management and planning, management and governance, which should be untangled before we embark on the analysis of the case studies.

Within the World Heritage framework, depending on the types, characteristics, and needs of the sites, the management system ‘*may incorporate traditional practices, existing urban or regional planning instruments, and other planning control mechanisms, both formal and informal.*’⁵²⁰ As applied to World Heritage cultural landscapes, the management process is defined through the set of concrete actions including ‘*landscape assessment, planning, implementation, monitoring, and adaptive management.*’⁵²¹ From this interpretation of the management system and the management process, we can retrieve a broad definition of landscape management, which is not limited to physical *in-situ* actions (e.g., traditional cultivation practices), but incorporates the broad spectrum of actions including strategic planning and control. This answers to the first conceptual node between

⁵²⁰ Art.110. UNESCO (July 2017) Operational Guidelines.

⁵²¹ UNESCO (2009). World Heritage Papers n.26. Mitchell N., et al. (eds.), p.37

management and conservation. While both have a similar objective, it is important to understand that the conservation is only a nexus in the management process, a conscious effort to avoid or limit the damages to the tangible dimension of the landscape.

The answer to the second conceptual node can be found in the European Landscape Convention (2000) that differentiates the landscape planning from landscape management. The former is defined as *'a strong forward-looking action to enhance, restore or create landscapes'*⁵²² and *'a formal process of study, design, and construction'* concerning mainly damaged landscapes.⁵²³ The latter is defined as *'the action, from a perspective of sustainable development, to ensure the regular upkeep of a landscape, so as to guide and harmonize changes which are brought about by social, economic and environmental processes.'*⁵²⁴ Thus, it relates to all measures, which is used to steer the future changes and the harmonious evolution of landscape so to preserve the quality of landscapes and meet the economic and social needs of the population.⁵²⁵

Indeed, in comparison with 'classical' cultural heritage categories (such as archeological artefacts, arts, monuments or museum collections), landscapes have continuing 'use' function, which endows the constant and inevitable process of transformation, hardly accepted by the conventional heritage preservation practices, whose primarily objective is to 'freeze' the original state of cultural property. Therefore, in the case of agricultural landscapes, we shall speak about management of changes aimed at retaining the heritage values, instead of simple conservation of its fabric. Similarly, for Fairclough (2002), landscape management is about *'finding ways to negotiate the transition from yesterday's world to tomorrow's landscape. This transition needs to create a well-managed, thriving landscape that people need for social, cultural and economic health whilst at the same time sustaining the rich palimpsest of landscape history and nature that helps to explain our history, culture and identity.'*⁵²⁶ In other words, the 'good management' is when both historic value and the present-day functions of agricultural landscapes (social, cultural, and economic) are harmoniously integrated.

⁵²² Art.1, CoE (2000) ELC

⁵²³ CoE (2000b) Explanatory Report to the European Landscape Convention, European Treaty Series No. 176, p.7

⁵²⁴ Ibid.

⁵²⁵ Ibid.

⁵²⁶ Fairclough, G. (2002). A forward-looking convention: European landscapes for the 21st century. Council of Europe. Naturopa, 98, pp. 5–6.

However, it is difficult to evaluate the management without understanding ‘who and how’ perform the activities. Notably, in the case of multifunctional agricultural landscapes involving multiple interests and actors, it is crucial to understand the interrelations and interactions among them and the functions of each. This brings us to the last conceptual node regarding governance, also defined as ‘*management of management*’ by Pérez (2003).⁵²⁷ Indeed, these two concepts are closely interconnected. However, as explained by Borrini-Feyerabend (2008) on the example of the protected areas there substantial difference between two because ‘*management is about what is done in pursuit of given objectives, the means and actions to achieve such objectives, while governance is about who decides what the objectives are, what to do to pursue them, and with what means; how those decisions are taken; who holds power, authority and responsibility; who is (or should be) held accountable*’.⁵²⁸ While according to Kurz et al. (2014), cultural landscapes, in general, can be seen as ‘*the physical expression of the complexity of social relationships*’.⁵²⁹ In this context, understanding the interrelations and the functions of each actor is crucial for understanding how agricultural landscapes are managed. Therefore, in this research, we draw on multiple disciplinary perspectives (urban planning, human geography, and heritage management) and address the management of agricultural landscapes in all its integrity, including both social (governance, actors) and physical dimensions.

3.2. Variables in the management of agricultural landscapes

The contemporary studies focusing on the cultural landscapes use different aspects for analysis of the management practices in a concrete ‘sites’ (cultural landscapes, protected areas). However, none of them provides a structured, comprehensive and complete framework that can be used in analyzing the management of agricultural landscapes as a heritage category. This research bases the analysis according to the following variables/indicators: 1) Planning and control; 2) agriculture and production; 3) tourism; 4) tangible dimension; 5) intangible dimension; 6) environmental dimension and risk management; 7)

⁵²⁷ Pérez, R. (2003). La gouvernance de l’entreprise [Corporate Governance]. Paris: la découverte

⁵²⁸ Borrini-Feyerabend, G. (2018). Governance as Key for Effective and Equitable Protected Area Systems, Implementing the Conservation of Biological Diversity Programme of Work on Protected Areas, Briefing note 8, February 2008.

⁵²⁹ Kurz P., et al. (2014). Towards governance for the management of cultural landscapes. European Spatial Research and Policy, 2014. Vol. 21, n.2., p.79

valorization⁵³⁰. These variables are result of the ‘brainstorming’ and the synthesis of ‘good governance’ and ‘good management’ principles proposed in IUCN, UNESCO, ICOMOS, GIAHS, ICCROM work papers and manuals, ECL guidelines, World Heritage Operational Guidelines (para 111), Indicators for resilience in socio-ecological production landscapes developed within the Satoyama Initiative, Addis Ababa Principles and Guidelines for the Sustainable Use of Biodiversity⁵³¹ as well as the literature overview and benchmarks on the management of landscapes, protected zones, and heritage in general. All variables are interconnected, and therefore, it was not an easy task to organize the analysis according to these separate topics. However, it was a necessary condition to make the research structured and comprehensive, as well as to simplify the identification and classification of the local actors.

The variables have several functions: first, they can help to identify the local entities involved in the management of agricultural landscapes; second, they can be used in the assessment of management practices and performance of the main stakeholders; third and most importantly they can guide the decision-makers in structuring the management strategy for agricultural landscapes. There is a number of additional variables, which can help to evaluate the management of the agricultural landscapes, such as economic sustainability, transparency and accountability, and inclusiveness of the management activities. However, the application of these variables is more convenient in the analysis of the governing bodies only, because it is difficult and has no sense to evaluate the accountability and transparency of each actor involved in the management process.

Variable (1) - Planning and control.

Rationale: The planning activities have an important role in setting up the management goals, strategies, and an overall framework for decision-making (Thomas L., Middleton J., 2003). The existence of a strategy delineated in the

⁵³⁰ Unfortunately, in this research, it was not possible to consider all variables. For example, it was decided to do not apply to this analysis an essential principle in managing the agricultural landscapes - ‘Quality of life’ of the local population. It directly contributes to the social capital of the rural territories and therefore encourages the development in remote areas, where the agricultural landscapes are spread. However, the quality of life is highly subjective, and therefore it is not effortless to draw a definition or to evaluate the effectiveness of the contribution made.

⁵³¹ The Principles are available at: <https://www.cbd.int/doc/publications/addis-gdl-en.pdf>

plans guarantees that the care about the agricultural landscape is not a short-term initiative that will stop after achieving a few immediate results. Therefore, a consistent strategic vision must be grounded on a long-term perspective, on agreed values and an appreciation of the ecological, historical, social, and cultural complexities unique to each context (Borrini-Feyerabend, 2013). This variable may encompass the operational and strategic planning instruments, such as the management plan for the UNESCO site, park plan, action plans, and other instruments, which guarantee the organization of the local management activities. However, it also concerns the territorial and urban planning instruments. Although such plans are often oriented on the protection through land-use restrictions (Salzano, 2003; Dal Piaz, 2009), their analysis helps to understand the broad spatial development strategies of the local administration. Regardless of excellent strategic vision, the planning instruments can become ineffective if no distribution of responsibilities was set in relation to short, mid, and long-term plans.⁵³² According to the WHC Operational Guidelines, the planning instruments must include a cycle of planning, implementation, monitoring, evaluation, and feedback. Thus, there is an important role played by the control function. The following questions can be used for the identification of planning and control systems: *Which are the planning instruments directly regulating the management of the agricultural landscape? Which are the mechanisms set up in these plans? Who (and to whom) is accountable for drafting and realization of these plans?*

Variable (2) - Agriculture and production.

Rationale: As was outlined in the Recommendations of UNESCO for Vineyard Cultural Landscapes (UNESCO, 2001), the management of heritage vineyards should ensure ‘the continuation of economic activities that sustains the site (such as the promotion of high-quality products) [and] the provision of economic benefits for site maintenance [...]’.⁵³³ The authors have highlighted ‘the importance of the coherent delimitation of vineyard cultural landscapes based on geographical units and historic

⁵³² Please, consider that we are not taking into consideration the Territorial/ Urban plans, which are under the coordination of Municipal, Provincial, or Regional authorities. At least in Italy, such ‘plans’ represents the legislative documents, rather than action-oriented strategies. Therefore, they do not comply with our understanding of the Management Plan necessary for the de-facto protection of agricultural landscapes.

⁵³³ UNESCO. (2001), *op cit.*, p.6. Rf: <https://whc.unesco.org/archive/2001/whc-01-conf208-inf7e.pdf>

*territories*⁵³⁴, such as perimeter of wine growing areas defined by sectoral provisions, as well as geomorphological or cultural units. The product denominations and associated perimeters of land are recognized as '*a part of cultural practices related to the social structure and cultural history of the regions*'.⁵³⁵ The importance of adapting to the variables of the agricultural sector can be applied not only to the vineyards but to all typologies of agricultural landscapes. The maintenance of the traditional agricultural activities and production is the fundamental aspect for the preservation of the heritage value and 'authenticity' (UNESCO, 1972). Agriculture and production are the forces, which have shaped and maintained the traditional agricultural landscapes of the present. Therefore, the negligence of the traditional practices in favor of industrialized agriculture of tourism can transform it into an 'archeological relict,' 'amusement park,' or a simple production zone devoid of heritage values. Thus, the traditional production activities deserve to be the focal point of all planning activities directed to the management of the 'continuing' agricultural landscapes. While conserving historical evidence, these cultural landscapes should continue as living systems economically and culturally viable within the framework of their authenticity and integrity.⁵³⁶ The only way to ensure this continuous development is supporting the agricultural activities. The analysis of the agricultural and production activities shall be based on the question of *how and by whom these traditional agricultural activities and productions are preserved?*

Variable (3) – Tourism.

Rationale: Tourism is often seen as a danger for 'authenticity' and the environmental qualities of the agricultural landscapes. Nevertheless, it is increasingly becoming challenging to keep the sustainability of the landscape without support from the tertiary sector. Therefore, the development of sustainable forms of tourism (e.g., 'smart tourism', eco-tourism, gastro-tourism, rural tourism) remains to be an essential aspect of managing the historic agricultural landscapes. The development and management of the touristic activities are rarely addressed as the principal aspect of the local development plans and regulations. This often results in negative consequences for the

⁵³⁴ Ibid.

⁵³⁵ Ibid, p.4

⁵³⁶ Lennon, J.L., Taylor, K. (2012) Prospects and Challenges for Cultural Landscape Management. In Taylor, K. Lennon J.L. (eds) Managing Cultural Landscapes, Routledge, p. 345

agricultural landscapes and the quality of life of the local community. From the other perspective, the rural economy based solely on agriculture often brings to the overuse of the natural resources, while the dominance of tourism can result in loss of the landscape values. Therefore, the balanced development of both tourism and agriculture is considered to be the win-win strategy (Sznajder et al., 2009; Torres and Momsen, 2011; Vafadari, 2013; Privitera, 2015), although the answer for the question of ‘how to balance agriculture and tourism?’ is not yet provided. Within the framework of this variable, the following questions can trace and evaluate the touristic activities in relation to the agricultural landscape: *How tourism is developed in relation to the agricultural landscape? Who is involved in this process?*

Variable (4) - Tangible Dimension.

Rationale: The tangible dimension of agricultural landscapes are the elements that can be perceived by visual and tactile sensors and allow them to appreciate the values of the cultural landscape. These elements may include dry-stone walls, traditional rural architecture, hydrological systems, and fences. Several landscape features that have applications to both nature and culture aspects have been identified: connectivity, corridors, nodes, habitat supplementation and complementation, heterogeneity, continuity, size and shape of habitat patches, scale issues, and view sheds. Most of these aspects are material, indicating that the demarcation of areas, the mapping of borders, and the definition of content are crucial issues⁵³⁷. Conservation in the case of continuing landscapes is often regarded as an instrument that ‘freezes’ the heritage in time, and therefore, judged as inappropriate for the ‘living’ landscapes⁵³⁸. However, in this research by conservation, we mean both maintenance and reconstruction of abandoned, degraded parts of the agricultural landscapes, their physical dimension, so to preserve and reveal its aesthetic and historic value. This section focuses on conservation as a conscious effort to avoid or limit damage to the tangible dimension of agricultural landscapes. The conservation goal can be reached both through direct physical intervention and through specific governance actions such as the control and other regulative and incentive measures. In this context, it is important to understand *which are the conservation actions undertaken in order*

⁵³⁷ Stenseke, M. (2016) Integrated landscape management and the complicating issue of temporality. *Landscape Research* 41, no. 2 (2016): 199-211. doi: <http://10.1080/01426397.2015.1135316>

⁵³⁸ See Erickson C.L. (2003) *op. cit.*

to preserve or rehabilitate the tangible (physical) dimension of the agricultural landscape and by whom?

Variable (5) - Intangible Dimension.

Rationale: Lajolo (2014) argues that the landscape is perceived not only through the geography, but also through the imagination, which makes part of the intangible (cognitive) dimension of agricultural landscapes. The intangible dimension of the agricultural landscapes has been recognized within the framework of international Conventions and Lists.⁵³⁹ One of GIAHS criteria is that the system should ‘*maintain local and invaluable traditional knowledge and practices, ingenious adaptive technology and management systems of natural resources, (...) which have supported agricultural, forestry and fishery activities*’ (GIAHS, 2017). Indeed the intangible heritage such as traditional skills of land use, harvest rituals are essential elements that can maintain or regenerate the agricultural landscape, even if its physical dimension has been lost. According to Nakahima and Roué (2002), traditional knowledge, practices, and beliefs constituting the intangible heritage of the agricultural landscapes guide human societies in their numerable interactions with nature. The agricultural technics and knowledge is often the main reason why some agricultural landscape survive over thousands of years. The article 8 of the *Convention on Biological Diversity* gives special recognition to this cultural dimension of biodiversity. Further, the Farming Guidelines developed within the framework of the Natura 2000 network outlines the importance of both expert conservation knowledge and local farming knowledge. That is because of the effective management of farmland habitats bases on the consideration of ‘*traditional knowledge and practice where it has proved to be effective in preserving habitat quality.*’⁵⁴⁰

Therefore, the valorization of such intangible elements should be considered as an essential part of the landscape management strategy. Typically, the main elements constituting the intangible dimension of the agricultural landscapes are: 1) traditional knowledge and practices that have shaped the agricultural landscape over the centuries (knowledge and practices of the construction of dry-stone walls, cultivation technics, management systems of natural resources (soil, water), organization of work); 2) associated customs and traditions (harvest

⁵³⁹ UNESCO intangible heritage list currently counts around 42 practices, traditions and ritual associated with agriculture and pastoralism.

⁵⁴⁰ Farming guidelines Natura 2000, p.51

rituals, feasts, ceremonies, believes); gastronomy. Often only the technics and practices, which occurred gradually in harmony with the environment and shared by the community of farmers are perceived worth of protection. According to Lennon (2012), management and protection of historic agricultural landscapes require *'special models of instruction, including learning traditional ways from elders, craft skills, understanding the ecological and cultural underpinnings of the traditional systems as well as learning how to use new technologies.'*⁵⁴¹ However, there is a lack of attention to the traditional knowledge (including ecological) and associated socio-cultural interactions, producing and maintaining the intangible dimension of agricultural landscapes. Therefore, Lennon and Taylor (2012) propose to base the research on the following indicators:

*'Retention an acquisition of traditional ecological knowledge; Use of indigenous local languages; demographics, i.e. number of generations interacting with the landscape; cultural values including folklore associated with cultivated and wild plants and animals and natural sites, cultural practices related to agricultural and other uses of biodiversity: ceremonies, dances prayers, songs and existence of sacred sites; the existence/continuation of customary laws, social institutions and autonomy; good sovereignty and self-sufficiency; multiple uses of land, animals, and plants; complexity and intensity of interactions with the ecosystem and conservation of resources'*⁵⁴².

Regardless of increasing recognition that agricultural landscape is not only a set of physical attributes (landform, plants, structures) but also intangible ones (knowledge, practices, customs, human tissue, institutions), often the latter either ignored or considered as an 'additional' element to deal with. In this research, we propose to base the analysis of the question of *how and by whom the intangible dimension of the agricultural landscape is preserved?*

Variable (6) - Environmental Dimension and Risk Management.

Rationale: As stated in one of the working papers of UNESCO (2009), the value of cultural landscapes is based on *'the interaction between people and their environment and the focus of management is on this relationship.'*⁵⁴³ Being a 'combined works of man and nature,' the environmental dimension of the agricultural

⁵⁴¹ Lennon J.L., (2012) Cultural landscape management. International influences. In Taylor, K. Lennon J.L. (eds) *Managing Cultural Landscapes*, Routledge, p.59

⁵⁴² *Ibid.*, p.353

⁵⁴³ UNESCO (2009), pp. 35-36

landscapes shall not be overlooked. To some extent, the environmental dimension of agricultural landscapes can be equated to agrobiodiversity,⁵⁴⁴ which guarantees sustainable and resilient food production⁵⁴⁵. According to FAO (2004) the management of the agricultural landscapes must include the actions directed to the maintenance agrobiodiversity including (e.g., forest and wildlife conservation, soil protection (prevention of erosion, maintenance of fertility and structure), sequestration of carbon and functioning of the water cycle.⁵⁴⁶ Undoubtedly, agrobiodiversity is essential for the preservation of the traditional character of agricultural landscapes. However, the role of agrobiodiversity in the purposes of protected areas has been questioned.⁵⁴⁷ The protection of agrobiodiversity within protected landscapes is legitimate when it is intended to conserve the following elements of the agricultural landscape: *'Important crop wild relatives; traditional and threatened landraces; particularly those reliant on traditional cultural practices; and/or traditional and threatened livestock races, especially if they are reliant on traditional cultural management systems and if such systems are compatible with 'wild biodiversity'*.⁵⁴⁸ In addition, being immovable heritage category, agricultural landscapes are particularly vulnerable both for human and nature caused risks such as disasters, flooding, armed conflict, tropical windstorms, avalanches, land and mudslides, industrial pollution, urbanization. Therefore, risk preparedness, promoting social sustainability and resilience, i.e., the ability to manage risks is in the list of 'mandatory management actions.' In this context, the environmental sensibility of the governing bodies is recognized as an essential element in the landscape management strategy

⁵⁴⁴ Agricultural biodiversity or agrobiodiversity is a sub-set of biodiversity, defined by FAO as *'the variety and variability of animals, plants and micro-organisms that are used directly or indirectly for food and agriculture, including crops, livestock, forestry and fisheries. It comprises the diversity of genetic resources (varieties, breeds) and species used for food, fodder, fibre, fuel and pharmaceuticals. It also includes the diversity of non-harvested species that support production (soil micro-organisms, predators, pollinators), and those in the wider environment that support agro-ecosystems (agricultural, pastoral, forest and aquatic) as well as the diversity of the agro-ecosystems.'*

⁵⁴⁵ FAO (2018). 'Agrobiodiversity: A training manual for farmer groups in East Africa'. Rf: <http://www.fao.org/3/I9307EN/i9307en.pdf> [last accessed 1 Oct 2018]

⁵⁴⁶ FAO (2004). 'What is agrobiodiversity?' in the Training manual 'Building on Gender, Agrobiodiversity and Local Knowledge'. Rf: www.fao.org/docrep/007/y5609e/y5609e00.htm#Contents

⁵⁴⁷ Locke, H., Dearden, P. (2005). Rethinking protected areas categories and the new paradigm. *Environmental Conservation* 32 (1), p.1-10.

⁵⁴⁸ Amend T., et al. (eds.) (2008). *Protected Landscapes and Agrobiodiversity Values*. Volume 1 in the series, *Protected Landscapes and Seascapes*, IUCN & GTZ.

(Amend et al., 2008). The questions to be asked within the framework of this variable is *how and by whom the environmental (or natural) dimension of the agricultural landscape is protected? Moreover, which are the risk assessment and management tools applied (and by whom)?*

Variable (7) – Valorization.

Rationale: One of the primary functions of the governing bodies in managing the agricultural landscapes is to create a place personality and identity through communicating to a potential user its value.⁵⁴⁹ ‘Valorization’ (or ‘enhancement’ in English) is often used in combination with the word ‘fruition’ in order to describe the actions aimed at giving additional functions to these ‘products’ of culture.⁵⁵⁰ However, from a broader perspective, the valorization means to raise awareness and understanding of the public on the values of agricultural landscapes. By adding new values and significance to agricultural landscapes, valorization tends to promote their protection. Indeed, several international treaties and documents have recognized that the state of landscape is closely linked to the level of public awareness. The ELC encourages to raise awareness of landscape ‘among the civil society, private organisations, and public authorities’ (Art. 6A, ELC). In contrast, the ICOMOS principles concerning rural landscapes define the communication and transmission of the heritage values as one of the action criteria for their protection.⁵⁵¹ While people might be aware of environmental issues and heritage values in general terms, often, the correlation of their everyday productive agricultural landscape with heritage values can be less evident. Therefore, it is crucial to start with local communities before addressing information for visitors and foreign tourists (Mitchell et al., 2009).

Furthermore, for the governing bodies, the awareness-building actions can serve to engage the local community in the management practices and justify their effort. Such an ‘advocacy initiative’ is usually implemented simply by informing the public about the heritage and social values of the agricultural landscape, employing training, media sources, websites, conferences. This variable focuses

⁵⁴⁹ Barile, S., Saviano, M. (2015). From the management of cultural heritage to the governance of cultural heritage system. In Gaetano M. Golinelli (ed.) *Cultural Heritage and Value Creation: Towards New Pathways*, Springer, p.71

⁵⁵⁰ Mautone, M. (2009) *Patrimonio Culturale e Paesaggio: dalla Conoscenza alla Gestione Territoriale*, in *Patrimonio Culturale e Paesaggio. Un approccio di filiera per la progettualità territoriale* a cura di Mautone, M., Ronza, M., CNR, 2009

⁵⁵¹ ICOMOS-IFLA (2017). *Principles concerning rural landscapes as heritage*.

on the enhancement of the agricultural landscapes, including the activities directed to raise the *public awareness* about its values, *promotion* of sustainable tourism and traditional agricultural practices, *education* of younger generation on how and why we need to protect the agricultural landscapes, as well as constructing the image of the territory in relation to the agricultural landscape. The question that might facilitate the analysis is *how and by whom the cultural dimension of the agricultural landscape is enhanced?*

3.3. The case of Soave: Management of the productive agricultural landscape

The vine hills of Soave are located in the region of Veneto, few kilometers east from Verona in the Region of Veneto. In 2017 the case study area was listed in the *National Register of Rural Landscape of Historical Interest*. It corresponds to the production zone of 'Soave Classico' DOC,⁵⁵² covering 2.143 ha of the municipal territories of Soave and Monteforte d'Alpone. The recognition of heritage values of the vine hills was motivated as follows: '*well-preserved historical forms of vineyards including the traditional breeding techniques are in great harmony with the production system and quality of wine*⁵⁵³. In other words, it is the harmony of the production system with the historic forms of the landscape that distinguishes the vine hills of Soave from other Italian wine-growing areas.

Further, in 2018 the case study area was listed in the *International List of Globally Important Agricultural Heritage Systems (GIAHS)*. However, international recognition was attributed to a more extensive territory corresponding to the production area of the *Soave DOC* wines (13.623 ha). The map below shows the direct relationship between the wine appellation and the area recognized as a heritage.

⁵⁵² It is the first 'typical and fine wine' (*tipico e pregiato*) recognized by the Italian State in 1931. See D.M. 23 ottobre 1931 'Delimitazione del territorio di origine del vino tipico 'Soave'.

⁵⁵³ Author's translation from All. 1. Paesaggio Rurale: Colline Vitate del Soave. DM N.0001749/2016 (Mipaaf): '*La conservazione delle forme storiche della viticoltura, in termini di tecniche di allevamento ed architettura degli impianti, è in grande sintonia con gli aspetti produttivi e qualitativi, marcando una differenza considerevole rispetto ad altre zone viticole*'.

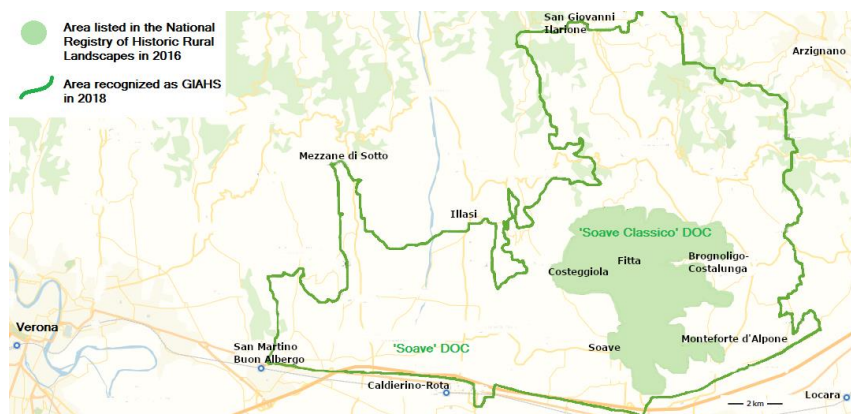


Figure 34. Save vine hills. Case study area.

Overall, the cultivation of the vine and the production of wine in this territory date back to the Roman period. However, the major part of the vineyards that we can see today has been developed during the XIX century. The national legislation on cultural heritage and landscape entirely protects the area and recognizes the considerable public interest of the agricultural landscape.⁵⁵⁴ Thus, the western side of the vine hills (Municipality of Soave) is protected by the Ministerial Decree from 8 April 1974, which acknowledges *considerable public interest* of the territory *'because of its hills sloping to the south, where the vine growing bases the local economy, the historical center with the Scaligera walls and palaces, the castle and the 15th-century church of St. Mary of the Dominicans, which all constitute the work of man, harmoniously fused with nature to form a set of aesthetic and traditional value which can be enjoyed from the streets and public places of the area subject to protection.'*⁵⁵⁵ Thus, the national legislation puts the vineyards on the same line with the traditional architectonic elements such as the castle of Soave, historic medieval centers, or the city walls.

Further, the eastern side of the area (Municipality of Monteforte d'Alpone) is protected within the Ministerial Decree from 30 July 1974, stating that the vine hills *form a panoramic complex which is considered a natural framework. The hilly part of the landscapes is visible from different points of the plain and accessible to the public; also interesting are the villages of Brugnolico and Castelungo, typical examples of rural-urban planning developed along a road axis. Therefore, the area represents the landscape*

⁵⁵⁴ The area coincides with the actual production zone of *Soave Classico* DOC.

⁵⁵⁵ D.M. 8.04.1974. Rf: <https://rdv.app.box.com/s/boz3gmfw4suazy6s8t4dl32efxoee1p>

having aesthetic and traditional value, both for its typical crops of which the most extensive and characteristic are vine trees and the rustic spontaneity of the local architecture.⁵⁵⁶ Although indirectly, the protection of the agricultural landscape also relies on the sectoral regulations regarding the production zone of the Soave DOC. The denomination is reserved for the wines ‘Soave Superiore’ and ‘Soave Superiore Classico’ meeting the condition and the requirements set forth in the regulations for the production of wines of controlled and guaranteed origin established by Mipaaf.⁵⁵⁷ The regulations require the cultivation of grapes, the production and bottling of the wine to be done in the hills of Soave.⁵⁵⁸ This way, it fosters the development of the primary production area. Further, the sectoral regulations encourage the traditional technics of production⁵⁵⁹ and limit the intensification of agriculture, at least in the historic areas.⁵⁶⁰

3.3.1. Values and threats

Historic value. The territory of Soave was already in Roman times a ‘pages’, a rural wine district, known for its favorable location and intensive cultivation. In 680 AD, the sources describe the use of the ‘Veronese pergola,’ a traditional form of vine growing in this area, still in use today. Although the cultivation of grapevine and production of wine in this area dates back to the Roman age, the widespread colonization by vineyards has started not earlier than during the modern age. Thus, since the beginning of the 19th century, the most widely cultivated crops

⁵⁵⁶ D.M. 30.07.1974. Rf: <https://rdv.app.box.com/s/78by2gjr8qz9mamstmuop7gwg5ptvlnj>

⁵⁵⁷ DM 29.10.2001, G.U. 265 - 14.11.2001, Disciplinare di Produzione dei Vini a Denominazione di Origine Controllata e Garantita “Soave Superiore”.

⁵⁵⁸ Ibid. Art 5: ‘Le operazioni di vinificazione e di imbottigliamento del vino a denominazione di origine controllata e garantita “Soave superiore” devono aver luogo in tutto il territorio amministrativo della provincia di Verona... l’imbottigliamento o il condizionamento deve aver luogo nella predetta zona geografica delimitata per salvaguardare la qualità o la reputazione o garantire l’origine o assicurare l’efficacia dei controlli’.

⁵⁵⁹ For Soave Classico DOC the regulations encourage the use of traditional vine training technic based on ‘pergola veronese’: ‘per gli impianti realizzati dopo l’entrata in vigore del DM 11.07.05 devono essere utilizzate esclusivamente le forme di allevamento a spalliera semplice. Per gli impianti già esistenti alla data dell’entrata in vigore del presente disciplinare le viti possono essere allevate a **pergola veronese** con potatura tradizionale che assicuri l’apertura nell’interfila’.

⁵⁶⁰ Ibid. Art 4: ‘Il numero minimo di ceppi ad ettaro, per i vigneti piantati dopo l’approvazione del presente disciplinare è di 4000. La resa massima di uva non deve essere superiore a 10 tonnellate per ettaro di vigneto a coltura specializzata. È vietata ogni pratica di forzatura. È consentita l’irrigazione di soccorso.’

in the hills between Soave and Monteforte are vines. Overall, vine hills of Soave are one of the best-preserved historic agricultural landscapes of the Region, which historic values manifest through: the presence of historical form of vineyards and vine-growing system characterizing the continuity of land use. The form of vine cultivation based on '*pergola veronese*,'⁵⁶¹ since Roman times, is still the fundamental characteristic of the landscape (Appendix F.1); traditional cultivation method typical for Soave, and the Veneto Region, and which is still present in the territory is '*coltura promiscua*'⁵⁶²; configuration of the agricultural land, including the plots of the properties, water and road networks, pergolas, wooden supports, drywalls, the large number of fruit trees interspersed with the vineyards and the landforms have kept the structure; manual harvest, a valuable testimony that helps to increase the historical value of the Soave region (Appendix F.2). The major part of the historic agricultural land, which was able to survive until today, was kept by the small farmers, paradoxically, due to the lack of economic resources. While the large-scale farms tend to invest the economic resources into the optimization of agricultural production (e.g., replacing dry stone walls with concrete ones; changing the traditional vineyard structures with systems 'better adapted' to the mechanization of works) the small family farms often do not have such 'privileges.'

Nevertheless, during the field visit to the site in March 2018, we've seen that some large-scale farmers are gradually coming to the certain traditional agricultural land management practices, such as cutting the grass in a way to keep the humidity of land, which also allow the conservation of agrobiodiversity ('*Inama*' farm); using horse forces allowing partly de-mechanization of the work ('*Coffele*' farm); diversification of land-use with beekeeping ('*BalestriValda*' farm). *Does the retrieval of these traditional land-use practices reflect the concern for the cultural dimension of agricultural land or only recognition of their usefulness in economic terms?* The response will vary from farmer to farmer and lose its sense as far as a result, will bring to the preservation of traditional land-use practices and landscapes forms expressing the local identity and farmers' culture.

Aesthetic value. The aesthetic value of the Vine Hills was highlighted in the Ministerial Decree, which inscribed the Vine Hills in the Registry of the Historic

⁵⁶¹ '*Pergola veronese*' – traditional vine training system. Vines are trained on an overheaded arbour so that the fruit is under the canopy, protecting it from sunburn.

⁵⁶² '*Coltura promiscua*' or mixed breeding is vine growing system when the fields divided into long strips where wine, fruit trees, grains are grown together.

Rural Landscapes: *'The dimensions of the land parcels and their layout varies greatly all over the territory. It creates discrete diversity of the landscape mosaic full of elements that soften the uniformity of the vineyards.'*⁵⁶³ Indeed, the aesthetic value of the agricultural landscape is manifested through the combination of historic rural settlements, religious architecture, the Castle of Soave, landforms, and the vineyards, which all together attract the visitors from all over the World. The anticipated modernization (*precoce modernizzazione*) has allowed the Soave landscape to mitigate the impact of the transformation processes that were underway during the post war period (1950th) all over Italy and Europe. More precisely, the economic significance of the vine hills has saved the territory from an extensive urbanization and industrialization process. Today the limited urbanization in the hilly area ensures the aesthetic quality of the agricultural landscape.

Economic Value. The primary economic income of the local population is vine growing and winemaking. Therefore, these vine hills can be defined as the fundamental economic resource of the local economy and an integral part of the local lifestyle. The major part of the vineyards is privately owned, and around 98% of the territory belongs to small and very small farms, where the medium surface of land parcels used for vine growing is around 3000m². In 2015, the municipalities of Monteforte d'Alpone and Soave counted 1, 117 of such vine farms and vine making companies. Thus, in both municipalities, the vineyards cover around 90% of the territory. Nowadays, the production capacity of the territory is around 50 million bottles of wine exported in the international market, while the wine-hills represent around 10% of the Regional vine-growing territory.

Environmental value. The vine hills of Soave are located at the bottom of the Lessini Mountains. Therefore, they include not only the agricultural land but also the vegetal hedges, forests of chestnuts, and cherries. In addition, the close location of the vine hills to the Lessini Mountains has contributed to the remarkable diversity of soil, fauna, and flora in the area. Overall, the area is seen as the immense 'lungs' of Verona. Besides, the single vine (*Vitis vinifera*) produces the number of benefits for the agrobiodiversity of the territory. The vines are the home for many animal species, providing them with the food. Also, the dry-

⁵⁶³ DM N.0001749/2016 (Mipaaf) 'Paesaggio Rurale Colline Vitate del Soave: *'le dimensioni degli appezzamenti e la loro disposizione variano nel territorio, creando una discreta diversità del mosaico paesaggistico con elementi di variabilità che stemperano l'uniformità della copertura viticola.'*

stone walls are another element contributing to the environmental value of the Soave vine hills. This traditional characteristic of the agricultural landscape also a habitat for the multiple organisms necessary for the harmonious development of biodiversity. There is the presence of hedges and groves in the hills.⁵⁶⁴ In addition, the hydraulic system of the vine hills is recognized as an effective tool in limiting an excessive water flow, this way contributing to the reduction of seasonal runoffs causing soil erosion or mitigating the hydrogeological risk present in the territory.⁵⁶⁵ The hydraulic system of Soave vine hills is sophisticated. In the less steep slopes, it bases on the contour plowing (or *girapoggio*), while in the steep slopes the farmers use terracing and the system called *cigionamento*, where the terraces are supported by embankments of soil instead of stone walls; such terraces are called 'ciglióne'.⁵⁶⁶

Recreational value. The vine hills are located in few kilometers from the city of Verona. Therefore, it represents an incredible recreational value for the urban dwellers, who try to escape the cities smog and the traffic noise. The recreational value of the vine hills is enhanced by the developing agritourism business, which, however, remains a marginal economic activity.

Identity value. The vine hills represent one of the main elements constituting the identity of the local population. They represent the continuity of agricultural practices and the lifestyle. One of the interviewed farmers in Soave calls his vineyards 'his playground' ('*sala dei giochi*'), because the work on his vineyards gives him the sense of fulfilment and affection to the land. This sense of attachment to agricultural landscape give the motivation to the local community to protect it.⁵⁶⁷ It derives from single element constituting the landscape, such as the stone. Thus, the motivation to continue using the drystone in walling terraces for farmers concerns not only the aesthetic preferences or existing normative but

⁵⁶⁴ Consorzio Tutela Soave (2015). *Il Soave: Origine, Stile e Valori*, 353 p.

⁵⁶⁵ Brouwer, C., et al. (1985) *Irrigation Water Management: Training Manual No. 1-Introduction to Irrigation*. FAO. Rf: www.fao.org/tempref/agl/AGLW/fwm/Manual1.pdf

⁵⁶⁶ Online Dictionary Treccani, <http://www.treccani.it/vocabolario/cigionamento/>

⁵⁶⁷ Zampieri, P. (2018, November 24). Personal interview with a local farmer and activist: 'Questo lavoro mi diverte, mi dà soddisfazione. E questo ti dà quella affettività. E naturalmente che questo affetto che hai. Di fatti tutti manifestazioni che facciamo, le facciamo perché lo sentiamo, sentiamo l'affetto per il territorio, per il paesaggio, per la cultura, per il nostro modo di vivere.' See Appendix G.1.

the visual perception of the terraces that recalls the memory.⁵⁶⁸ In addition, there is the factor of the social cohesion played by agricultural activity. The interviews have shown that even micro farmers with property less than 0,5 ha continue to grow vine, and be a member of Social Winery. Because it allows them to go to the meetings and assemblies, to vote and be part of this micro-society.

Scientific value. Its rich biodiversity and geology makes this territory an important venue for the research in the field of geology, biology, agriculture, and enology. In Particular, the University of Verona, the University of IUAV Venice, the Museum of Natural History of Verona, the Research Center for Viticulture of Conegliano are the central institutions currently interested in exploring the territory.

Nature-caused risk factors

Hydrogeological risk. Among nature-caused risk factors, hydrogeological risk represents the main issue to the study area. According to the Expert Plan of the *Autorità di bacino del fiume Adige*, the territories of the municipalities of Soave and Monteforte d'Alpone are classified as the areas of highest hydraulic risk. If in Soave the seasonal floods of the Adige River represent a risk for the southern part of the historic town, in Monteforte d'Alpone such risk estimated as very high both for the rural and productive settlements.⁵⁶⁹ The main factors of this risk are the hydraulic instability caused by the seasonal precipitations. The excessive precipitation augments the risk of the overflow in the watercourse that can invade the surrounding area and cause damage to the urban, industrial as well as agricultural areas. The last flood registered in the study area occurred in 2010.

Human-caused risk factors

Mechanization of the vine training system. The wine-growing landscape of 'Soave presents some elements of vulnerability, mostly linked to the introduction of the modern method of production that risks irreparably change the landscape of the Soave hills. The

⁵⁶⁸ Fragment from the interview with a local farmer: *'è bello non perché è bello, ma perché il sasso nel tuo DNA, tu l'ha sempre visto questo, ed è bello per questo, e poi richiama tanto.'* The transcript of the interview is available in the Appendix G.1.

⁵⁶⁹ Autorità di bacino del fiume Adige, Piano stralcio per la tutela dal rischio idrogeologico (PAI). Bacino dell'Adige, Regione Veneto. Rf: [www.bacino-adige.it/sito/pianificazione/PAI/Idraulica/schede IDRAULICO PIANO.pdf](http://www.bacino-adige.it/sito/pianificazione/PAI/Idraulica/schede_IDRAULICO_PIANO.pdf)

recent introduction of the espalier systems (Guyot in particular), which allows obtaining high yields per hectare and extreme mechanization of the processes, is perhaps the most problematic element and has to be monitored'⁵⁷⁰. The diffusion of the espalier system considerably facilitates the harvest and cultivation process. However, it changes the morphology of the land, which manifests through the deformation of slopes and the disappearance of elements (e.g., alteration of altitude) interfering with the work of machines. In particular, the use of mechanical agriculture is preferred by large land ownership or holdings (10 ha). All of these changes already brought 'the removal of the historic dry-stone walls and embankments used to support the plots organized through the contour plowing practice'⁵⁷¹. In Soave, there has been a rapid growth of the mechanized forms of vine training systems. The Pergola as a cultivation technic has seen a decrease from 89% (6.158 ha) in 2003 to 78% (5.466 ha) in 2017, while Guyot and other methods of mechanized cultivation has been doubled during the last years (from 8% (554 ha) in 2003 to 14% (981 ha) in 2017) (fig. 35).

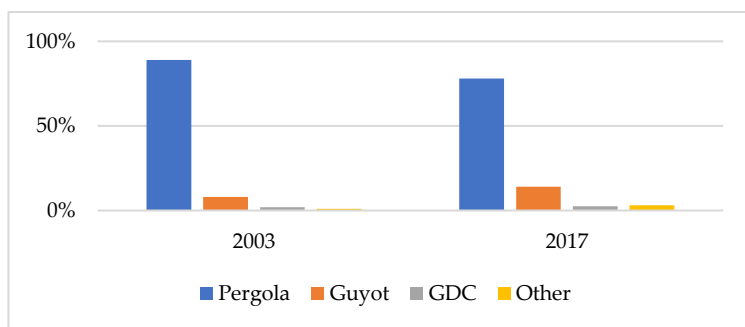


Figure 35. The vine training systems in Soave.⁵⁷²

Besides, the modernization of agriculture is favoring the loss of the aesthetic value of the landscape. Thus, the modern vine training system has brought new structures and materials, such as metallic, immense tanks for water collection, air pipes used for irrigation, and new kinds of pergolas. Also, the farmers prefer to replace the degraded dry-stone walls, by the concrete walls, whose maintenance and the construction are much cheaper. The modernized walls have

⁵⁷⁰ Consortium of Soave (2018). Proposal for designation as GIAHS – Soave traditional vineyards. Rf: www.fao.org/3/CA3436EN/ca3436en.pdf

⁵⁷¹ Ibid.

⁵⁷² Based on Soave Consortium (2017). 'Annual Report: Origins, Style, Values'. GDB stands for Geneva Double Curtain.

had not only an impact on the aesthetic value of the agricultural landscape but also hinder humidification of the soil since they are less permeable as compared to the dry-stone walls. For the moment, mechanized agriculture is spread only in the marginal areas of the landscape. However, without proper protection and recognition of the values by the public, and more importantly, by the farmers, the vine hills risk losing their traditional character (Appendix F.3).

Intensification of agriculture towards monoculture. Another major risk factor derived from human actions and commercial choices is the monoculture of the vine, which has been developing since the 1930th. As was previously mentioned, '*coltura promiscua*' or mixed breeding, where vines were cultivated together with fruit trees and grains, is used to be the typical character of the agricultural landscape of Soave. Such a method of cultivation has not only the historic value but also the environmental value, contributing to the fertility of the soil, agrobiodiversity, and quality of the wine. Unfortunately, during the last decades, the choice has been made in favor of quantity rather than quality. The land reorganization for the construction of large vineyards brought to the elimination of hedges, fruit trees, ripe grasses, bushes, and pastures. Nowadays, only a few farms are practicing the diversification of vineyards, olive, and cherry trees. Due to the high cost of land and the necessity to optimize the production, there is a decrease of the farms combining vineyards with cherry tree plantations, as the latter are prone to plant diseases and delicate to mechanized treatments. Thus, the human-caused risk factors are a principal issue in the case of Soave vine hills. However, the primary aim of the producers - to maximize the production and minimize the work - is gradually changing helps to the new tendencies in the international and national agricultural policies, as well as the preferences of the consumer, which start to pay more attention not only on the quality of the product but also on the significance of the landscape where it was produced. Therefore, the efforts now should be directed to the question '*How to integrate the economic and cultural values of the agricultural landscapes, so to favor its development, without losing its identity?*'

Urbanization. The vine hill has saved the territory from an extensive urbanization process that took place after the Second World War. Although the current urban policy is favorable for the protection of the historic vine hill, the major part of the agricultural landscape is threatened by the urbanization and industrialization occurring in the East part of the Province of Verona. During the last decades, the hilly area of the Province of Verona, where Soave makes part, is passing the gradual changes of the land use, with the significant reduction lands for agriculture. From the first glance at the map, it is difficult to note considerable

changes in the use of land. However, the PTCP Verona indicates a gradual abandonment of agriculture in favor of urbanization and industrial activities. In the last decade of the past century, the considerable reduction of the agricultural land surface has accrued in the study area (see the table below). Thus, the territorial plan (PAT) of the Monteforte d'Alpone outlines the morphologic and environmental simplification of the landscape and the loss of agricultural spaces in the peri-urban zones of the municipality. In light of the fast-developing transport networks and industry, the agricultural land risks to shrink farther (Appendix F.4).

	Arable land	Permanent crops	Meadows and pastures	Heterogeneous agricultural zones
km ² (2000)	35,338	112,720	21,672	213,584
km ² (1990)	35,338	113,094	21,672	215,127
		0,374		1,443

Table 11. The rate of land use transformation in the hilly area of the Province of Verona. ⁵⁷³

3.3.2. Planning instruments

Questions: Which are the planning instruments directly regulating the management of the agricultural landscape? Which are the mechanisms set up in these plans? Who (and to whom) is accountable for drafting and realization of these plans?

The main instruments regulating the planning and protection of the vine hills of Soave are the spatial planning instruments, the action plans for the historic rural landscape (HRL) and the GIAHS as well as the regional rural development plan. The analysis of these planning instruments has shown a number of discrepancies of the municipal plans, and the limited results of the action plans. The drafting and implementation of these instruments involve the multiplicity of local, regional and intergovernmental organizations.

3.3.2.1. Spatial planning instruments

In Veneto, the administrative functions of landscape planning are established in the regional law n.11/2004 on the landscape governance (*‘Norme per il governo del*

⁵⁷³ Source: PTCP Provincia di Verona. Giunta Regionale n. 236/2015. All. 10.

territorio e in materia di paesaggio'). Article 3 of the law articulates the landscape planning in three levels. At the regional level, the main point of reference for the protection of agricultural landscape is the Territorial Coordination Plan of Veneto (*piano territoriale regionale di coordinamento, PTRC*) dating back to 1992, which complies the logic of the old school spatial planning system focused on the areas of particular public interests (i.e., landscape assets). In 2013, the region attributed to the PTRC the landscape planning function (*variante con attribuzione della valenza paesaggistica*) in conformity with the national landscape planning legislation (Code n.42/2004). However, the new function of the landscape planning established by the national legislation has not yet been translated to the provincial and municipal levels of planning. The latter, according to the regional law, can be expressed in the form of intercommunal territorial plan (*piano di assetto del territorio intercomunale, PATI*), urban implementation plan (*piani urbanistici attuativi, PUA*), and municipal regulatory plan. In Veneto, the municipal urban are usually composed of territorial (*piano di assetto del territorio comunale, PAT*) and intervention plans (*piano degli interventi comunali, PI*). All these plans represent the closest point of reference for the protection of the agricultural landscape. Therefore the interrelation of the spatial planning instruments deserves detailed analysis.

Discrepancies of the municipal planning instruments

The case study area is located within the municipalities of Soave and Monteforte d'Alpone. Therefore, the immediate spatial planning of the territory is divided between two municipal administrations. The past urbanistic choices have saved the vine hills from the urban sprawl (*città diffusa*) of the second half of the twentieth century that has changed the landscape configuration of the rest of the provincial territory considerably.

The research has shown that currently, the spatial planning systems of two municipalities differ considerably in terms of their content and functions. The general regulative plan (*Piano Regolatore Generale, P.R.G.*) of Soave is drafted according to the regional urban law n.61/1985 and therefore is limited to the building regulations and technical norms of implementation, with no reference to the landscape planning. It divides the municipal territory into zones and defines the types of interventions allowed in each. The plan classifies the agricultural areas within the zone 'E' and applies the regulations of the regional law n.24/1985 on protection and constructions in the agricultural zones (*'Tutela ed edificabilità delle zone agricole'*). Accordingly, it divides the agricultural area into

subzones, with specific regulations of land use and construction: 1) *Subzone E1* corresponds to the typical production area of 'Soave DOC Classico' and the hydro-geological, environmental and landscape protection area. The modification in this subzone is limited to the restoration and enlargement of rural buildings. While the construction of rustic outbuildings (*annessi rustici*) cannot exceed 3% of the farm property, this subzone concerns the vast territory in the north part of the municipality. 2) *Subzone 'E1 speciale'* is the area that can be equated to a 'monument.' Due to '*intrinsic landscape and particular scenic value*' of the landscape, the PRG of Soave does not allow any new construction in this area.⁵⁷⁴ The subzone concerns the small portion of the land between the north edge of the historic centre of Soave and Fontanelle district. 3) *Subzone E2* is the area with particular importance of agricultural-productive function, in reference to the quality and location of the terrain, as well as the socio-economic class of the farms. The subzone is spread in the west, east, and partly in the north part of the historic centre of Soave. In the subzone E2, the regulations are much softer. The construction of new buildings is allowed within limits defined in article 3 of the Regional Law (n. 24/1985), which states that the new rural buildings must correspond to the surrounding natural and cultural settings. At the same time, the architectonic composition must consider the traditional rural architecture of the area. Thus, the PRG of Soave has little reference to the landscape planning as defined in the ELC but instead has a regulative nature expressed in the norms of use and transformation.

A portion of vine hills within the territory of the municipality of Monteforte d'Alpone enjoys another spatial planning instrument. The plan defines the agricultural landscape as a historic asset of the territory.⁵⁷⁵ Indeed, two out of four objectives of the plan directly refer to the agricultural landscape: 1) protection and enhancement of the municipal territory in relation to soil protection, agricultural profile and preservation of the historic values; 2) consolidation of the settlements through enhancement of historic tissue and landscape quality. Following regional law n.11/2004 on the governance of the territory, the plan incorporates the plan of interventions (*Piano degli Interventi*,

⁵⁷⁴ PRG Soave. Norme tecniche d'attuazione. Approvazione con D.C.C. n.35 del 08/10/2013., p.46 '*Sottozona "E1" Speciale: Comprende le zone a destinazione agricola nelle quali, per l'intrinseco valore paesaggistico o per il particolare valore scenico stabilito con il contesto monumentale o paesaggistico, non è ammissibile alcuna nuova costruzione né la compromissione della buona integrità del territorio.*'

⁵⁷⁵ Comune di Monteforte d'Alpone (3 agosto 2012) Piano di Assetto del territorio (PAT). Adottato con D.C.C. n. 26.

PI), an operative instrument with the function of planning. The PI defines the areas subject to the transformations, conservation, and development, as well as the implementation of the concrete projects, including the timing and the financial aspects. In regards to the vine hills, it identifies the quantitative limit for the transformation of the *agricultural surface in use* (SAU) for ten years period while the article 12 of the technical and operative norms of PI attributes to the vineyards and forests in the western part of Municipality the natural and landscape value.

Overall, we can observe the discrepancies of two planning instruments, both in terms of content and functions. This can be explained by the fact that the municipal plans of Soave and Monteforte d'Alpone were adapted in different time frames and consequently follow the different legislative instruments and logic. In this context, there is increasing importance of the inter-municipal planning instrument that could ensure the comprehensive development of the vine hills, coordinated within two administrative unites. To some extent, a similar role is currently played by the area plan (*piano di area*). The plans of areas are additions to the regional plan defining the spatial development objectives for the areas of particular naturalistic and landscape interest. With the introduction of the new landscape planning legislation, the plan of areas is being replaced by the more inclusive planning instrument.

New perspectives of the regional spatial planning

The new PTRC of Veneto divides the territory into 39 landscape areas (*ambiti di paesaggio*) into consideration with the aspects mentioned above. Each area is assigned the landscape plan (*piani paesaggistici regionali d'ambito*), which substitutes the previous plan of the area and defines the objectives of development, use, and spatial transformation. The function and content of these plans differ considerably from the previous plans of areas, which were focused on the areas with particular naturalistic values. However, the new plans will be drafted in consideration of the previous administrative structures that were involved in the co-planning of specific areas.

The major part of the vine hills of Soave is located within the borders of '*ambito Lessinia*'. However, some areas also correspond to the '*ambito Alta pianura Veronese*' (fig., 36). The guidelines for the quality of landscape in two areas are articulated through the same objectives: 1) to prevent an excessive remodeling of the sloping hills by intensive cultivation of vineyards; 2) and to safeguard the elements of environmental value, which constitute the agricultural landscape

(hedges, trees, grassland, ditches, and shrubs).⁵⁷⁶ Nevertheless, the fact of being part of two different landscape areas, involving different administration can create the stratification of the planning system for the agricultural landscape, and therefore expose the protection of the vine hills to various risks.

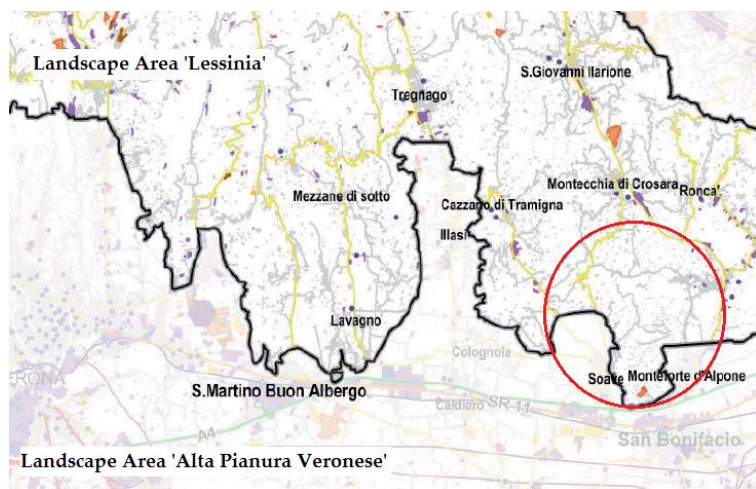


Figure 36. Soave vine hills within the regional landscape planning framework.⁵⁷⁷

In addition to the discrepancies of the planning system at the local level, we can observe the complexity of the supra-municipal landscape planning system, which is supposed to facilitate the cohesive planning of the agricultural landscape located within the territory of two administrative units. This complexity is expressed in the co-existence of different levels of landscape planning instruments, which concerns the same territory: the landscape plan of the province, and the landscape plans for two areas covering the territory of the Soave vine hills. Recently the Regional Council has adopted a new law n.4/2019 on the urban requalification and re-naturalization of the territory,⁵⁷⁸ whose main principles revolve around the quality of life, circular economy, renewable

⁵⁷⁶ PTRC Regione Veneto 'Ambiti di paesaggio Atlante ricognitivo', p.174, 302

⁵⁷⁷ The black line is the border between the area of Lessinia and Alta Pianura Veronese. Red circle is approximate territory of the vine hills. Source: <https://ptrc.regione.veneto.it/ptra-variante-adottata-2013>. Graphic modifications were introduced by the author

⁵⁷⁸ Veneto. Legge Regionale n.14 /2019 'Veneto 2050: 'politiche per la riqualificazione urbana e la rinaturalizzazione del territorio e modifiche alla legge regionale' 23 aprile 2004, n. 11 "Norme per il governo del territorio e in materia di paesaggio'.

energies and enhancement of the landscape. In this context, agriculture is defined as the preferable land use form for the re-naturalization of the regional territory (art.1 *comma* 1). Thus, the regional spatial policy seems to gradually evolve in the direction of sustainable development as defined by the communitarian legislation.

3.3.2.2. Action plans for the historic rural landscape (HRL) and the GIAHS

The vine hills of Soave are recognized as Historic Rural Landscapes in 2016 and GIAHS site in 2018. This sequence of the recognitions indicates that the registration of an agricultural landscape in the National Register of Rural Landscapes plays a vital role in its recognition the international level.⁵⁷⁹ Thus, the case study area enjoys two plans. However, their content and functions are strictly interconnected and, to some extent, replicated. That is because the requirement of the national and international registries are similar. In this context, it is pertinent to consider both plans in the same sections.

Hitherto to the recognition of the vine hills as the Historic Rural Landscapes, there was no plan directly addressing the management of the agricultural landscape as a heritage site. The candidature of the vine hills jointly prepared by the Consortium and by external experts included an 'Actions Plan' on the protection and enhancement of the historic rural landscape. It represents a list of activities to be done after the recognition of the vine hills as HRL, including 1) mapping and cataloging of the dry-stone walls and assess their state of conservation; 2) mapping and cataloging the elements constituting the environmental dimension of the vine hills, such as the rows of fruit trees, hedges and wooded areas; and the elements impacting the aesthetic value of the agricultural landscape (tanks, tubes, incongruous materials); 3) development of the guidelines for the maintenance and restoration of the dry-stone walls; 4) survey on the perception of the *Soave Classico DOC* landscape, through the questionnaires and open interviews with the inhabitants, winemakers, local administration, tourists and visitors⁵⁸⁰.

⁵⁷⁹ The same scenario can be observed in the case of the *Olive groves of the slopes between Assisi and Spoleto*, whose recognition as GIAHS followed the inscription in the National Registry of Rural landscapes.

⁵⁸⁰ Consorzio Soave (2015) 'Le iniziative in Programma', in 'Dossier di Candidatura Colline vitale del Soave', p.137.

After the inscription of the vine hills in the Register, the Ministry has provided the the following recommendations for the management of the site: 1) to develop the statistical analysis on the material characteristics of agricultural landscape (drystone walls, terraces); 2) to develop statistical analysis on the types of supports used for the vines (concrete, wood, iron poles); 3) to make a mapping of the trees given future management measures or the measures of the Rural Development Plan (PSR); 4) to assess the potential of touristic activities concerning the historical features of the landscape; 5) to enhance the biodiversity referring to the 'biocultural' diversity according to the indications of the 2014 UNESCO-CBD declaration of Florence and the recommendations of the last World Heritage Convention; 6) to integrate the conservation of traditional agricultural practices and the landscape within the classification and the qualitative assessments of wines produced in the DOCG territory.⁵⁸¹ In 2017, the Consortium, in collaboration with the University, has launched a one-year research project, 'The Wine Park of Soave', during which some of the actions mentioned above were implemented. The main positive result of the project was the research and documentation of the tangible dimension of the agricultural landscape, which previously was studied only from the productive and ecological perspectives⁵⁸².

Nevertheless, it is a list of actions and not a long-term management plan with an indication of joint strategies, milestones, and delegation of responsibilities, risk assessment, and other essential elements of the project management. The lack of the official plan might be the reason why one of the essential objectives presented to the National Observatory of Rural Landscape (ONPR)⁵⁸³ – the survey on the perception of the landscape – was sent to the back burner. However, with the recognition of the vineyards as GIAHS, the action plans have been further developed. The Action Plan for a dynamic conservation of the system required by FAO secretariat curating the GIAHS register, must include: 1) risk and policy analysis; 2) involvement of the stakeholders, including local communities; 3)

⁵⁸¹ DM (Mipaaf) n.0001749/2016. All. 1.

⁵⁸² The projects was financed through the socio-economic fund of the region (FESR) composed by the EU, State and regional funds.

⁵⁸³ National Observatory or *Osservatorio Nazionale del Paesaggio rurale, delle pratiche agricole e conoscenze tradizionali* (ONRP) was established by the Decree n. 17070 of 19 November 2012 of Mipaaf, with the objective to survey the Italian rural landscapes and agricultural practices of particular values, as well as to promote their preservation. In practical terms, it is the entity responsible for evaluation of the agricultural landscapes applied for the inscription in the National registry of Historic Rural Landscapes.

funding strategies; 4) process of monitoring and evaluation of implementation, as well as the expected effect of the proposed Action Plan.⁵⁸⁴ Therefore, the Action Plan for the Soave vineyards indicated cohesion with the Regional Rural Development (or PSR), which aims *‘to maintain the vitality of the disadvantaged rural areas through investments and support programmes intended for farming and non-farming businesses.’* Therefore, the measures of the PSR Veneto concerning the cultural aspects of rural landscapes were used as the basis of the Plan for the GIAHS Candidature: 1) to actively preserve the rural historical landscape and to reshape the ordinary rural landscape (M8); 2) to improve the availability of rural lands and their natural and historical heritage (M13); 3) to qualify and value the rural areas and heritage (M17).⁵⁸⁵ In line with these strategies, the plan proposes two lines of actions subdivided into a more specific tactical objective (fig., 37).

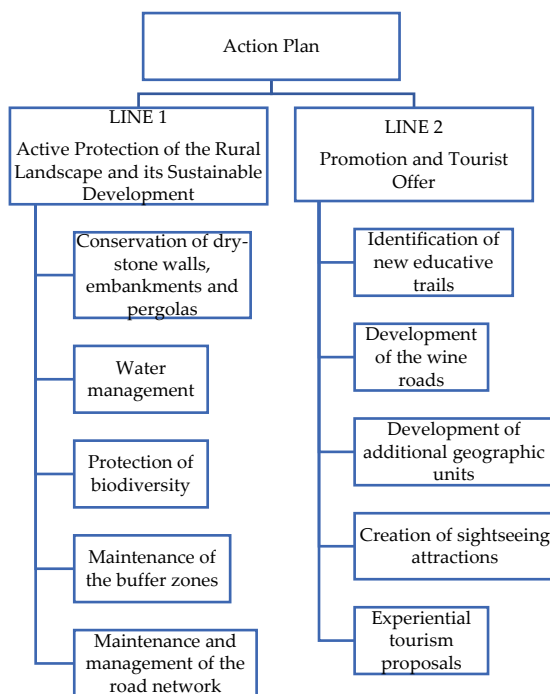


Figure 37. Action plan for the management of the GIAHS ‘Soave vineyards’.

⁵⁸⁴ GIAHS. Action Plan, Template for GIAHS Proposal. Rf: www.fao.org/giahs/

⁵⁸⁵ Consorzio Soave (2018). Action Plan for the Proposed GIAHS site, in the Proposal for Designation as Globally Important Heritage System – Soave Vineyards, 172-173

The first line of actions - *Active Protection of the Rural Landscape and its Sustainable Development* – aims to the protection of the physical dimension of the vineyards, including interventions for the restoration and protection of abandoned terraces, as well as of those in use or under transformation; preservation of the traditional farming system (*pergola veronese*); protection and maintenance of the system of canals, irrigation ditches, wells, springs, minor road networks, agricultural plots and drainage system; regular maintenance of vegetation cover; use of grassing in the vineyards in order to enable better infiltration and decrease evaporation; preservation of the natural elements and vegetation along the field borders (i.e., rows, hedges, wooded spots.) ensuring the functional and the perceptual distinctiveness of the landscape; protection of the production land and crops; protection of the agricultural biodiversity through the preservation of the genetic heritage and recovery of local cultivars.⁵⁸⁶

The second line of actions – *Promotion and Tourist Offer* – directed to the creation of new services and infrastructure necessary for the development of tourism linked to agriculture and rural life. The line 2 includes the following ‘micro-actions’ proposed by the Consortium: *creating a network of educative trails, including the new bicycle and pedestrian paths with appropriate signs integrating the cultural and productive values of the landscape; enhancement of already existing vine roads through their promotion; development and zoning of additional geographic units (e.g., zone of ‘cru’ wines); creation of sightseeing attractions; development of experiential tourism (e.g., tourism linked to the harvest, grape pressing, or local cooking classes).*⁵⁸⁷ In comparison with the previously mentioned list of initiatives drafted for the candidature of Historic Rural Landscape, the Action Plan for the GIAHS site includes clearly articulated objectives, measures, and the delegation of responsibilities among the stakeholders for implementation of these objectives.

In November 2018, the Soave Vineyards were included in the register of GIAHS. Nevertheless, it is still too early to understand whether the inscription of vine hills as the GIAHS site or as the Rural Landscape would result in the more sustainable development of rural areas as compared to UNESCO sites. However, we can say that the National and International Registers or GIAHS are an effective tool in incentivizing the local governing bodies to undertake to create and planned actions for the protection of agricultural landscapes.

⁵⁸⁶ Ibid., pp. 176-180

⁵⁸⁷ Ibid., pp. 181-83

3.3.2.3. The rural development plan of Veneto

The Rural Development Plan of Veneto (RDP) for the ongoing programming period (2014-2020) is articulated within 13 measures and 45 sub-measures. The measures mostly relevant for the protection of the agricultural landscape are synthesized in Appendix H. The analysis has shown that many of the RDP measures have been articulated with reference to the protection of historic agricultural landscapes and the requalification of the abandoned ones.

The RDP of Veneto classifies the vine hills of Soave within the system of specialized vine-protection areas of the Veronese hills under the code C, which is attributed to the 'intermediate rural areas.' It is difficult to evaluate the effect and the use of the RDP measures in the territory of Soave because the results of the plan are available only to the wider territory of the Province. Nevertheless, the interview with the small-holder farmers has shown the lack of information regarding the available opportunities within the RDP. Thus, there is a misconception among the elderly farmers that the funds are targeted mainly to the young farmers.

However, the RDP funds have been attracted to the territory by the Consortium of Soave. Within the measure 16.1.1. (Innovation brokering), the RDP has funded the study for the reduction of erosion and management of productive lands in the hillside and the mountain vineyards within the framework of the project 'No rolling stones' lead by the Consortium. The project aims to find the innovative solutions in the protection of the vine hills including the guidelines for enhancement and reconstruction of the dry-stone walls; innovative tools for the improvement of rural viability; new solutions for the agricultural installations (*girapoggio*); development of technologies and machinery suitable and effective for the steep slopes.⁵⁸⁸ In this context, the regional RDP funds have direct relevance for the protection of the vine hills of Soave.

3.3.3. Agriculture and production

Question: *How and by whom the traditional agricultural activities and productions are preserved?*

Overall there are three groups of the local stakeholders directly involved in the agricultural production activities: 1) smallholder farmers 2) bottlers; 3) two type

⁵⁸⁸ The preliminary results of the project are available at: <https://ita.calameo.com/read/00578753631d9f193f0fa>, last accessed 7.10.2019

of wineries - large ones (*known as Cantina Sociale or Cooperativo Agricolo*) collecting grapes of the smallholder farmers; 2) private wineries, which mostly rely on their vineyards (fig., 38)

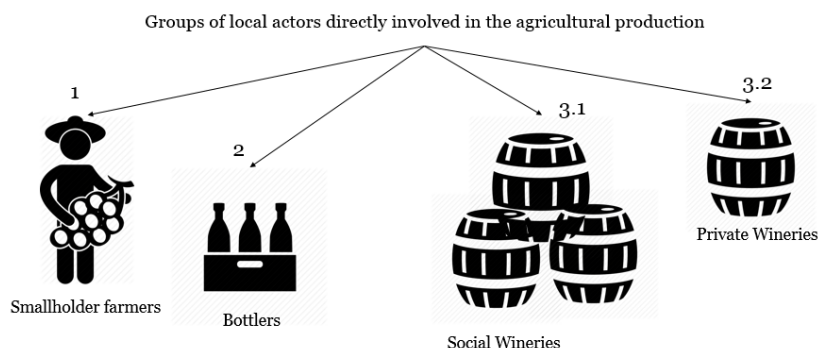


Figure 38. Groups of local actors directly involved in the agricultural production of Soave.⁵⁸⁹

The vine cultivation and wine production are the crucial economic resource of the local community. The vineyards constitute over 90% of the territory of Monteforte d'Alpone and a substantial part of the municipality of Soave. Most of these lands are privately owned (98%). Although the traditional agricultural landscapes have been largely preserved, the fast-developing technologies in the agricultural sector imperil the traditional agricultural practices, which require more human and financial resources.

The average surface of the traditional vineyard parcel called '*campo veronese*' is 3 ha. While now we can observe a significant increase in land parcels. The vineyards in the property of private producers range between 6 ha and 50 ha (fig. 39) versus the smallholder farmer with the average land surface less than 1 ha. This tendency demonstrates the rapid development of the local wine production industry versus a decrease of the smallholder farmers. According to the latest available data of ISTAT, the total number of industries in the Municipality of Soave is 491, while in Monteforte d'Alpone is 515.⁵⁹⁰ Thus, the development of private wineries is occurring at the expense of small-hold farms. In other words, there is a tendency of gradual increase in the average farmland, accompanied a

⁵⁸⁹ Elaboration of the author based on discussions with the Prof. Ferrario (University IUAV Venezia), personal observations and analysis of the institutional documents

⁵⁹⁰ Source: ISTAT.

growing number of private wineries. This sort of cannibalism within one territory can bring to the homogenization of the agricultural landscape.

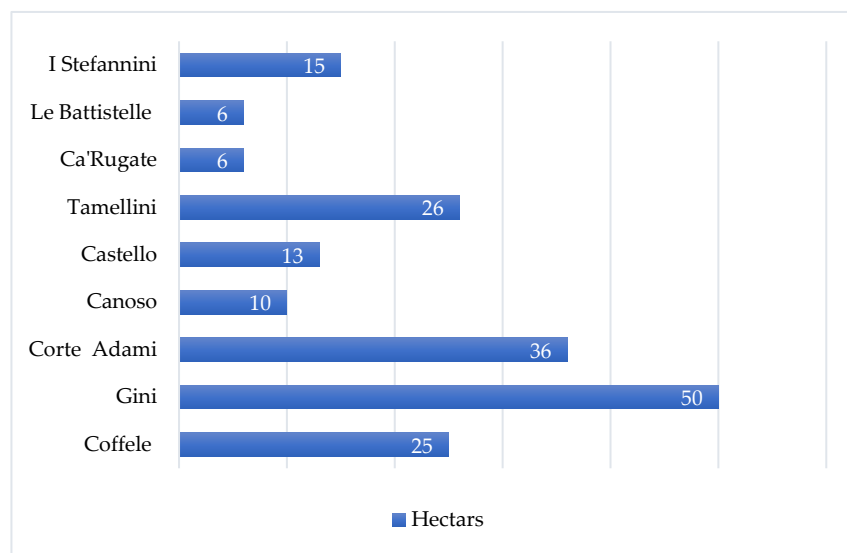


Figure 39. Land properties of the private wineries producing Soave Classico DOC.

The existence of the small hold farms is supported by the Agricultural Cooperatives or Social Wineries, which currently represent 77% of the production territory and 70% of the production. There are two main Social Wineries – Cantina di Soave and Cantina Monteforte d'Alpone. Cantina di Soave, which currently manages 48% of the vineyards producing Soave wines, and 43% vine hills in the production zone of Soave Classico DOC. The wine company was founded in 1898 by several producers of the area. Currently, it is the largest agricultural firm in the area, which is expanding overseas. In 2010 the Cantina Soave was opened overseas in Massachusetts (USA). The major part of its production is exported in more than 50 countries. Thus, the Cantina is probably the strongest economic actor in the study area.⁵⁹¹

Cantina Sociale di Monteforte d'Alpone is the second economic actor in the territory, with the production capacity of 4 million bottles of wine per year. It was founded in 1952 by a group of local farmers. Currently, the Winery has around 600 member-farmers (*soci*), cultivating the vineyards in the territory of 1200 ha, which includes the production zones of Soave and *Valpolicella* wines. Overall, the

⁵⁹¹ Cantina di Soave: <http://www.cantinasoave.it/aboutus/?lang=en>

main contribution of Social Wineries is the support of the market margin of the local product. In order to valorize the production activities, the Winery provides special incentives for the farmers who have chosen to cultivate *Trebbiano di Soave* and those who respected the quality of yields. It was one of the first wineries who introduced the 'penalty tables,' for those who have exhausted the maximum of prescribed yields, a valid form of control for the local production and environment. Thus, the primary function of the Social wineries is the support and security for the smallholder farmers, which are the direct custodians of the vine hills. The social wineries provide the farmers with the guarantee to accept the grapes regardless of the damages caused by hail, high acidity. While the private wineries have the right to refuse the damaged harvest. Further, the Social Wineries execute the function of 'Advisory Bodies,' which suggest and provides the technical support regarding the agricultural practices to be used in certain areas, the timing and types of fertilizers, and other information regarding the management of the agricultural land.

In addition to the farmers and wineries directly involved in the development and preservation of traditional production, there are the entities, which indirectly support the profitability rate of the agricultural activities. At the local level, this function is performed to the Consortium of local producers (*Consorzio Tutela Vini e Recioto di Soave*), who protect and promote the quality mark of Soave wines. These functions are assigned to the Consortium by the Ministry of Agricultural Policy (Mipaaf), and more precisely by the Department for the Protection of Quality and Fraud Control of the Agri-Food Products of the Ministry (known as ICQRF). Further, the function of Consortium concerning the control of production is supervised by the regional certification body *SIQURIA*. It carries out the annual verification of compliance with the discipliners of production for DOC products. The control is carried out according to the Plan approved by the Mipaaf.⁵⁹²

The local agriculture and the landscape is the subject for the Regional Rural Development Plan, which supports the local agriculture through the material funding (see the previous section). It is managed by AVEPA (*L'Agenzia veneta per i pagamenti in agricoltura*), the public institution established by the Region of Veneto in order to distribute the aid and contributions in the agricultural sector. In view that the regional rural development plan involves both the regional and the European funds, there is the presence and control of the EU bodies as well.

⁵⁹² DM 14 giugno 2012, pubblicato in G.U. n. 150 del 29.06.2012 (Allegato 2).

3.3.4. Tourism

Question: How is tourism developed in relation to the agricultural landscape? Who is involved in this process?

In theory, the close location of the vine hills to the city of Verona is supposed to be the main factor contributing to the development of tourism in the case study area. However, in practice, the rise of the service-based industry in the territory of Soave is a relatively recent trend, yet remaining an alternative income resource of the local population after the agriculture and wine production activities. Therefore, the increasing tourist arrivals in the area are somewhat associated with the general development of agritourism and other forms of experiential tourism activities in Italy. According to the data provided by the Region of Veneto, the province of Verona, has seen a rapid increase of agritourism during the last decade (fig. 40)

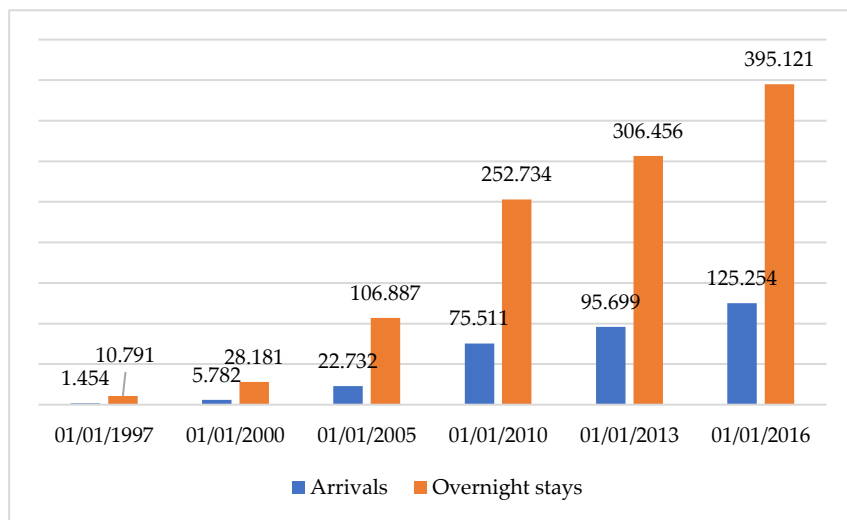


Figure 40. The development rate of agritourism in the Province of Verona.⁵⁹³

It is important to note that there are significant distinctions between agritourists from other typologies of tourists. The main objective of the agritourist is the

⁵⁹³ Based on the data from Veneto. U.O. Sistema Statistico Regionale.

productive activity and productive land that he/she comes to admire⁵⁹⁴, to show this lifestyle to children, and perhaps to reminisce the past days⁵⁹⁵. Thus, the agritourist looks for the authentic lifestyle far from the urban din and confusion.

The analysis of the touristic offer in *TripAdvisor* has shown that currently, in Soave, there are approximately 30 local firms proposing agritourism services. As noted by the Mayor of the Municipality of Soave, tourism is developing gradually and not in an invasive manner. This is because the area is developing niche tourism that attracts specific contingent of tourists, with specific interests and certain income level: *‘Il turismo di massa? Assolutamente no. Perché il turista che viene qua non è una turista generale, ma uno che cerca evitare la folla, uno che cerca stare alla natura. Soave propone il turismo per gli selezionati, anche perché non c’è sono gli alberghi grandi che possano ospitare il flusso turistico.’*⁵⁹⁶ Also, the development of mass tourism, like in Cinque Terre, is hindered by the weak public transportation system. There is no railway station. The closest station connecting the wine hills with Verona and other cities is in *San Bonifaccio*, 10 km away from Soave.

Overall, the role of coordinator and promotor of touristic activities in the territory is played by the public administration. It regulates the activities of the local tourism microstructures (such as B&B, Hotels, Restaurants, and agritourism services), manages the public infrastructure, promotes the territory⁵⁹⁷, and provides the support for the NGOs involved in the development of the local tourism. The latter has a particular role in the development of tourist

⁵⁹⁴ Anthopoulou T., Melissourgos Y., (2012) Agritourism: In Between Rural change, Tourism Restructuring and Environmental Imperatives» in A. Holden and D. Fennell (eds) *Handbook of Tourism and the Environment*, Routledge, pp.359 - 370

⁵⁹⁵ Holden, A., Fennell, D.A. (2013) *The Routledge Handbook of Tourism and the Environment*, Routledge, p.321

⁵⁹⁶ From the Interview with the Mayor of Soave, Gaetano Tebaldi on 4 June 2018. Author’s translation from Italian: *‘Mass tourism? Absolutely no. Because the tourist who comes here is not a usual tourist, but one who tries to avoid the crowd, one who want to be in nature. In addition there are no big hotels that can host the tourist flow, that is why Soave offers tourism for the selected’.*

⁵⁹⁷ In 2003, the Municipality of Soave has received the label ‘Bandiera arancione’ (Orange Banner) managed by the Touring Club Italiano (TCI), which is a sort of tourist and environmental quality mark given to the small towns and villages providing an exceptional tourist offer including the cultural and environmental heritage, as well as the tool for enhancement of the territory. Further, in order to promote the local tourism the Municipal authorities cooperates also with the Association Borghi Viaggio Italiano, which aims to promote the small Italian towns and villages. It has inserted Soave within the network of touristic sites of Italy called ‘Borghi d’Italia’.

proposals linked to agriculture. One of them is the association ‘*Strada del Vino Soave*,’ not-for-profit organization established in 1999. It aims to manage and enhance the production area of Soave in the framework of the Law on the new regulations of the designations of origin of wines (L. 10/2/1992 n. 164). The Association includes 11 municipalities producing the Soave and Valpolicella wines. Its statutory functions include *qualitative improvement of the local tourist offer; communication of the enotouristic characteristic of the territory; technical and informative support to its member-companies; promotion and coordination of the research activities directed to the documentation and knowledge on the cultural heritage of the territory; to conduct studies and research on behalf of its members, in order to enhance the knowledge of the characteristics of the wines; to participate in the exhibitions, conferences and events aimed to promote ‘Strada del Vino Soave’; to cooperate with other organization with a similar scope; to perform the tasks assigned by the state, the region, the province, the municipalities, the C.C.I.A.A (Chamber of Commerce, Industry, Craft and Agriculture), the tourism organization, and its members*⁵⁹⁸. Currently, it is composed of more than 100 members, including the local farms, hotels, agritourism, B&B, dairies, mills, distilleries, artisans, and other local companies and producers.

In practice, it operates as a sort of tour operator offering complete tourist packages in collaboration with the local stakeholders (its members), including events and tourist itineraries. Currently, the Association coordinates three tourist itineraries: ‘*Tra I castelli*’ (Between the Castles); ‘*Dieci Capitelli*’ (Ten Capitals); *Tour in bassa Val d’Alpone*’ (Low Val d’Alpone tour). All three tours include the promenades in the vine hills, visits to the farms and degustation of the typical agricultural products.⁵⁹⁹ From the Interview with the Director of the association, it was possible to note his concern to enhancement and promotion of the diversity of the Soave agricultural landscapes, which is composed not only of the vineyards but also of cherry and chestnut forest: ‘*Lo scopo della strada e di valorizzare e promuovere il territorio di Soave tra turismo. Comunque noi facciamo gli itinerari non solo per promuovere il vino e vigneti di Soave, ma tutti sapori e gusti del territorio (ciliegi, castani, etc.)*’⁶⁰⁰

Similarly, the association *Borghi e Castelli* proposes the touristic itinerary within the Provinces of Padua and Verona. What is relevant to note is that the association promotes the local culture, including typical gastronomy, festivals,

⁵⁹⁸ Art. 2, Statuto di Associazione Strada del Vino Soave

⁵⁹⁹ Strada del vino Soave: www.stradadelvinoasoave.com/

⁶⁰⁰ Fragment from the interview with the director of the Association (4 June 2018)

and architecture. The association *Verona Autoctona* also has a specific emphasis on the wine and gastronomic tourism in the provincial territory. Currently, it manages the botanic garden *Zanella* located in the center of Soave, which includes more than 50 rare plant species.

Founded in 1969, the Association *Pro Loco Soave*, instead, does not focus on the wine and agriculture only. It aims to promote the diversity of the area, by organizing the events and festivals on different subjects: '*Mercatini dell'Antiquariato*', '*Festa Medievale del Vino Bianco di Soave*', '*Palio di San Lorenzo*', '*Festa dell'Uva*', '*Cioccolato in Festa*', '*Natale a Soave*'. Thus, it tries to make the area attractive not only for tourists to visit but for locals to live. The association works in close contact with the Municipal Administration and other local actors.

The association *Le Botteghe di Soave* is another local association composed of dozens of local enterprises, which aims to promote and animate Soave, through the organization of social initiatives and cultural events (e.g., music fests, talents' competitions, and yoga sessions). The aim of the entity is to attract the tourists and residents to the central streets of Soave, so to promote local commerce.

The Consortium of the local producers as well as enforces the local tourism by active promotion of the vine hills as an essential element of the local wine, both at the national and international levels. It regularly organizes activities for the Italian and foreign sommeliers and journalists, participates in various events and exhibitions in Italy and abroad, which undoubtedly contributes to the promotion of the territory as a tourist destination for wine lovers. Also, the inscription of the vine hills in the National Register of Historic Rural Landscapes and GIAHS Register was mainly the initiative of the Consortium. Although it is still early to evaluate whether these recognitions will increase the tourist attention towards the vine hills, the international experience demonstrates that such recognitions may change the life of the local community and landscape dramatically.⁶⁰¹

Currently, the development of tourism in the territory of Soave and Monteforte d'Alpone is characterized by a strong link with the local production activation and the vine hills. While the role of the tourism sector is in balance with the agricultural one, in the sense that it represents a relatively small part of the local economy. This can be seen in a small number of actors involved in the sector,

⁶⁰¹ In Dong's Rice Fish Duck System, the new international label has allowed the Chinese farmers to increase the income from marketing their products, while tourism in the area has grown from 2 000 visitors in 2004 to 25 000 in 2010, which is certainly impactful for the state of the landscape. See FAO (2015) Accenting the 'Culture' in Agriculture, p. 2.

which contrasts with the other agricultural landscapes recognized internationally (e.g., Cinque Terre or Amalfi).

3.3.5. Tangible dimension

Question: *Which are the conservation actions undertaken in order to preserve and rehabilitate the tangible (physical) dimension of the agricultural landscape?*

The tangible dimension of the agricultural landscape in Soave includes the morphology of the vine hills and the vineyards, including the terraces and dry-stone walls;⁶⁰² local plant varieties (e.g., typical grape variety is *la Garganega*) and old vine trees⁶⁰³; rural architecture (*i baiti*⁶⁰⁴, *i capitelli*⁶⁰⁵, *corti rurali*⁶⁰⁶, *le torette*⁶⁰⁷, *le pievi*⁶⁰⁸); road networks⁶⁰⁹; irrigation system⁶¹⁰; industrial architecture and

⁶⁰² Depending on the location, the dry stone walls in Soave were constructed of different types of stone (limestone, basaltic).

⁶⁰³ In the territory there are a number of century-old vines, which became the monuments of the territory, underlining the historic value of the agricultural landscape.

⁶⁰⁴ *I Baiti* or *Casotti* are small shelters of a simple form, made of local stones. These structures are spread mainly in the production zone of the *Soave Classico* DOC. Some of these shelters date back to the end of XIX century, while the majority were constructed in the beginning of XX century.

⁶⁰⁵ *I Capitelli* are the religious structures spread across the vin hills.

⁶⁰⁶ *Corti Rurali* or rural courts have maintained their original functions (production, housing)

⁶⁰⁷ *Le Torette* are small towers mostly spread on the top of the vine hills. Many of them dates back to the end of XIX, when such medieval-like architecture was built as a decoration of Villas. Nowadays, they are used to differentiate the production zones of Soave wines. Most of them are in abandoned state.

⁶⁰⁸ *Le pievi* or the parishes of Romanesque and medieval origin are widely spread across the vineyards of Soave

⁶⁰⁹ The road networks of Soave demonstrate on the one hand demonstration a high level of friction in terms of the farms, and on the other hand, it shows the diversity of the territory. The road network in the Soave wine hills were developed during the various period of time and therefore, the characteristics (materials used, dimensions) of these road networks varies greatly. The main function of this element of the tangible heritage of Soave is the accessibility of the farms. During the rapid mechanization of the agriculture in the 1950th, many of these road networks passed through the most significant transformation (enlargement and 'oversimplification'), which affect the aesthetic value of the vine hills.

⁶¹⁰ The streams of Alpone e Illasi, as well as the River Tramigna are the main water networks used for the agriculture in Soave hills. However, in order to supply the entirely territory with the water resources, the farmers use the century-old water channels and

elements (wineries, machineries and other instruments and structures used for production of wine such as *i tirranti*;⁶¹¹ urban architectural ensembles (the castle of Soave, villas, and gardens, churches and houses) (see Appendix F.1).

The primary custodians of the tangible dimension of the vine hills are certainly the farmers, who, through their daily activities, maintains the dry-stone walls, rural architecture, system of roads, and other elements constituting the tangible dimension of the agricultural landscape. Although the major part of the territory is privately owned, there is several local organization, directly and indirectly, contributing to the preservation of the tangible dimension of the agricultural landscape. One of the main local stakeholders in this context is the Association of local volunteers founded in 1995 - '*Amici delle Antiche torri*.' Currently, it is the main local actor with concrete results in terms of rehabilitation of the dilapidated terraces and rural architecture of Soave. As defined in the Statute Association aims 1) to *unite everyone who has an interest in the cultural development of Soave, including the valorization of its architectonic and landscape heritage*; 2) to *conserve, clean and maintain the architectonic and landscape heritage within the boundaries of Soave municipal territory*. The Association is highly supported by the local authorities, both in terms of financial and logistic aids. However, the main income resource is self-financing, with the support of local farmers that each harvest season donates a small number of grapes for the decoration of the main city gate. After a few months, these grapes are collected and pressed using traditional instruments. This process is accompanied by public participation and local feast. Out of this grape juice, the Association produces thousands of bottles of wine called '*Porta Nuova*', which then sold and invested to cover the operational cost⁶¹² and activities organized by the entity.

Another important stakeholder in the protection of the intangible dimension of the agricultural landscape is the Consortium of Soave, though such contributions are rather indirect as they refer to the enhancement and raising public awareness on this heritage. Here we refer to the previously discussed recognition of the site as HRL and GIAHS, which has undoubtedly contributed to raising awareness

ditches. These traditional 'constructions' now became a characteristic element of the Soave vine hills, which additionally maintain the hydrological balance in the territory.

⁶¹¹ *I Tirranti* or *Menatoli* (in the dialect of Verona) are used to support the vineyards or 'pergola veronese'. These small details of the vineyards are often handcrafted with vegetal materials. *I tirranti* are more visible during the winter time, and became a characteristic element of the agricultural landscape.

⁶¹² The main operational cost of the Association is the incident insurances for its members, involved in the rehabilitation of terraces, rural architecture, etc.

and proud of the farmers/locals on the value of the landscape (e.g., dry-stone walls, pergolas), and thus motivate them to maintain the traditional forms of the landscape. During the last years, the Consortium has been involved in the maintenance and consolidation of the characteristic elements of the landscapes. In collaboration with the Universities, the Consortium has contributed to the elaboration of the manual for the construction and rehabilitation of the dry-stone walls. Although the effect of this manual is still unclear, it is a step forward to the conscious reconstruction of the main tangible element of the landscape. Furthermore, in some cases, the Consortium can limit the yields per hectare in order to safeguard the quality of the wine and the aesthetic value of the vine hills. However, it can only give its recommendation regarding the maintenance and protection of the vineyards and has no right to oblige the farmers to follow their recommendations.⁶¹³ In the case of smallholder farmers, the recommendation of the Consortium passes through the Social Wineries. Therefore, it is difficult to observe the interests and the result of these actions. Thus, the Social Wineries serve as the intermediary actors, while the interaction with the Private producers is the direct one.

3.3.6. Intangible dimension

Question: How and by whom the intangible dimension of the agricultural landscape is preserved?

The intangible dimension of the Soave vine hills includes traditional festivals, rituals and customs related to agriculture (e.g., *Festa dell'uva*, *Festa delle ciliegie*); local agri-food and eno-gastronomy; traditional agricultural practices, including the knowledge (*savoir-faire*) on the construction of dry-stone walls, *pergola veronese* and winemaking process. One of the main tools in uprisng the agriculture and the local gastronomy is the feasts and festivals associated with the local agriculture because it creates the conditions not only for tourist but also for residents to celebrate the rural traditions, history, and culture. Some of the main festivals associated with agriculture in the area are *Festa dell'uva* (Grape Festival), *Feasta mediavale del vino bianco* (Medieval festival of the white wine), *Festa delle ciliegie* (Cherry feast), *Calici di Stelle* (Glasses of Stars). The local festivals are accompanied by historic parade, food and wine stands, guided tours

⁶¹³ Lorenzoni A. (a fragment of the interview): *'come consorzio, non possiamo obbligare gli agricoltori, ma solo fare prescrizioni. Quando metti un agricoltore in condizione, ricevi il confronto'*. See Appendix G1.

in the vine hills, and reenactment of traditional rural life and winemaking technics (i.e., wine pressing). These events are organized every year by the Associations *Pro Loco Soave* and *Pro Loco Monteforte d'Alpone*, in collaboration with the social wineries and the local administrations. Besides that, there is a number of small organizations indirectly promoting local production. For example, *Comitato Festeggiamenti Castelcerino*, every year, organizes the *Festival of S.Maria Maddalena*, where the local food and wine is being promoted. *Comitato Quartiere Scaligero Soave* organizes social and sportive events and promotes the local eno-gastronomy. While *Soave itinerari* since 1993 promotes a number of cultural and artistic events and participates in the organization of agricultural feasts. If the promotion of the local production involves numerous actors, the traditional agricultural technics such as the construction of dry stone walls, vine training technics (*pergola veronese*) do not enjoy much attention. The protection and promotion of the local quality marks by the Consortium partly contribute to the protection of the local practices. Though, the production regulations of Soave DOC wine do not have a particular requirement in terms of cultivation technics. Although there is a tendency of gradual growth in the involvement of the young generation in agriculture, the average age of the farmers is still high (fig. 41).

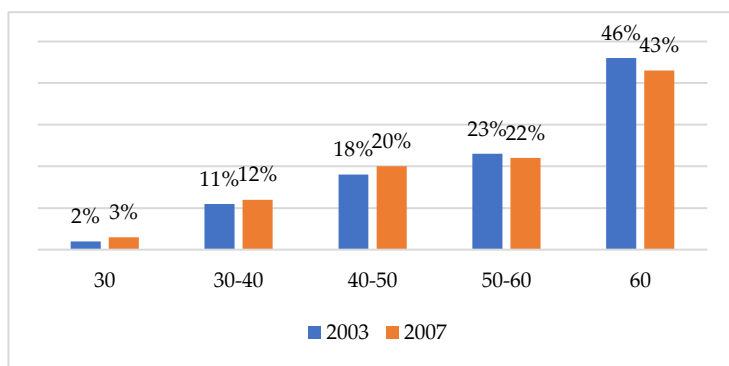


Figure 41. Aging rate of the farmers in Soave⁶¹⁴

The Consortium of Soave does recognize that '[...] the preservation of local cultures, traditions, knowledge and social relations adds the value to the territory and its products'. However, the Action Plan designed for GIAHS candidature does not include the measures directed to the enhancement of the intangible dimension

⁶¹⁴ Consortium of Soave (2017), *op. cit.*, p.46

of the vineyards, except for the development of experiential tourism. The only activity for the veneration of the traditional winemaking practice was observed during the feast organized by the '*Amici delle Antiche torri*', which included the wine pressing activity (*la pigiatura*) with traditional instruments. The participant of the events could experience the wine pressing process (Appendix F.5). The intangible heritage of the local agriculture is enhanced during the activities organized by the Association for the rehabilitation of the dry-stone walls and the rural elements. Although the demonstration of the past agricultural practices and conservation of the objects is essential for the veneration of the local tradition related to agriculture, it has little to do with the transmission of traditional practice to the new generation. In this context, there is an emerging necessity in the documentation and organizing the specialized training courses for the transmission of traditional practices and knowledge.

3.3.7. Environmental dimension and risk management

Questions: *How and by whom the environmental (or natural) dimension of the agricultural landscape is protected? Which are the risk assessment and management tools applied (and by whom)?*

During the last decade, jointly with the winemakers, the Consortium has been promoting a range of initiatives aimed at raising environmental sensitivity and improving the land use approach of the local farmers/producers. Such initiatives include support and organization of the research activities and projects aimed at reducing the environmental impact of the wine production (e.g., '*E-Co2*', '*Vie Verdie*', '*Biodiversity friend*'); elaboration of land use recommendation for the farmers; coordination of the activities related to the monitoring and protection the environmental value of the vine hills.

One of the significant projects in this context is the introduction of the internationally recognized scientific method called *Life cycle assessment* (further LCA). It allows calculating the environmental impact of all wine production phases starting from the vine cultivation to the bottling process. What is important to note is that among 18 parameters of LCA it includes the criteria considering human toxicity related to the production of wine, as well as the sustainable use of agricultural and urban lands. In theory, the monitoring system of production developed within LCA aims to contribute to the environmental quality of the vine hills. While in practice, the project has allowed the wine producers to insert the '*Green Label*' on their wine bottles, which gave an added value to their product.

Currently, the Consortium is promoting another 'label oriented' environmental initiative called 'Biodiversity friend' or advanced management model of Soave vineyards' (*Modello di gestione avanzata del vigneto Soave*). It bases on the so-called 'biodiversity protocol,' which represents a system for assessing the impact of wine production phases on land, water, air, and agro-biodiversity. The system was developed by the World Biodiversity Association (WBA), a no-profit Association of scientists (naturalists, botanists, zoologists) based in the Natural History Museum of Verona⁶¹⁵. The evaluation system also considers the visual elements of the agricultural landscapes, such as the management of water resources, the presence of hedges and woods in the territory of the vineyards.

In practice terms, the environmental monitoring system consists of five phases: 1) 'knowledge', including the study of the research area, including meteorological and geomorphological conditions; 2) 'competence', when the technical group of actors operating in the field of wine production (social wineries, private producers, farmers, advisors, and retailers) analyses the data and drafts the guidelines for the intervention in the vineyards. This model refers to the production regulations and the technical guidelines updated by the Regional Plant Health Service (*Servizio Fitosanitario Regionale*) every year; 3) 'sharing', when the agronomical and phytosanitary notes are shared with all other farms operating in the area; 4) 'measurement', an assessment of the results according to the Protocol of the Biodiversity; 5) 'validation', when the results are calculated and published.

In 2016, based on these indexes, the Soave System achieved the overall result of 70% against a minimum threshold of 60% of the protocol⁶¹⁶. The above-discussed projects can certainly motivate and raise the sensitivity of a single farmer on environmental issues present in the territory. However, the analysis of the single initiatives such as the LCA method or 'Biodiversity friend' has demonstrated a tacit economic interest expressed in the will to put additional sellable labels on the wine bottles. Such motivations are reasonable and acceptable as far as they do not overshadow the primary objective of environmental sustainability in the production. It is worth to remind that one of the main GIAHS criteria is the globally significant agro-biodiversity. Therefore, sustaining the environmental quality of the vine hills, which includes agro-biodiversity, has increasing significance for the management of the newly inscribed Soave vineyards.

⁶¹⁵ The World Biodiversity Association: <https://biodiversityassociation.org/en/>

⁶¹⁶ Consorzio Soave (2017). 'Biodiversità: ecco il Modello di gestione avanzata del Soave', Comunicato Stampa n°25/2017.

Although the territory does not possess the proper risk management plan covering the whole territory, several tools are addressing single risk factors, under the jurisdiction of different entities. Thus, the Authority of the basin of the Adige River (*l'Autorità di bacino del fiume Adige*⁶¹⁷) provides the management plan for monitoring and prevention of the hydrogeological risk factor and the environmental protection in the territory of Adige River basin, where the vine hills of Soave are located.⁶¹⁸

Further, each local administration provides the municipal plans for civil protection (*Piano Comunale di Protezione Civile*), including the protection of the local productive system. The plan of Soave recognizes that '*the loss of competitiveness and the market share by the local producers would have an extreme impact on the socio-economic conditions of the local community.*'⁶¹⁹ Therefore, it emphasizes urgency in mitigation and the elimination of the effects caused to the productive system of Soave by possible disasters. Although the Action Plans for HRL and GIAHS does not include the risk management plan, the inscription has served as an impetus to recognize and document the risk factors affecting the agricultural landscape, which previously has been ignored. Though, those are merely the lists and descriptions of the risk factors present in the territory, which has little/ no instrumental function, as it does not provide the risk impact assessment, risk prioritization analysis, and response necessary for an effective risk management plan.

3.3.8. Valorization

Question: *How and by whom the cultural dimension of the agricultural landscape is enhanced?*

Although tourism and the attention to the cultural dimension of the agricultural landscape is gradually growing, for the local community, the vine hills primarily represent the source of the local economy and then the cultural heritage. Therefore, the primary subject of valorization activities in Soave is the local

⁶¹⁷ *l'Autorità di bacino del fiume Adige*: www.bacino-adige.it/sito/index.php/autorita-bacino

⁶¹⁸ The plan of interventions of the entity in the territory of Soave vine hills is available at: [www.bacino-adige.it/sito/pianificazione/PAI/Idraulica/Interventi PIANO IDRAULICO.pdf](http://www.bacino-adige.it/sito/pianificazione/PAI/Idraulica/Interventi%20PIANO%20IDRAULICO.pdf)

⁶¹⁹ Comune di Soave. Piano Comunale di Protezione Civile. Rf: <http://www.comunesoave.it/c023081/zf/index.php/trasparenza/index/visualizza-documento-generico/categoria/134/page/4/documento/704> [last accessed 24 Oct 2018]

community and then the tourists. In this context, the Consortium of Soave plays a crucial role. In 2015, it promoted the candidature of the Soave Vine Hills to the National Register of the Historic Rural Landscapes. The recognition of the historic and cultural values of the vine hills at the National level has undoubtedly enhanced the awareness and pride of the local community for their agricultural landscape. In 2017, the Consortium took a step towards the recognition of the vine hills at the international level by proposing the candidature for the GIAHS. The preparation of the Dossier for these two nominations has engendered a number of research activities on the vine hills. Together with the University of Verona, the Consortium has promoted a series of initiatives aimed to 'read' this area through its archaeology, religious art, thematic routes, and geology. The project has allowed defining the relationship of the landscape with the water resource, studying the complex hydrogeological system that has defined the type of crops and landscape. The research and valorization activities of the Consortium were supported by the Social Wineries (*Cantina Soave* and *Cantina Monteforte d'Alpone*). Further, in collaboration with the Council for Agricultural Research and Analysis of Agricultural Economics (known as CREA), it has developed a series of studies on the wine-growing landscape, its evolution, its identity, and its influence on the qualitative perception of wine, of its communicational value. However, there were no substantial works directed to diffusion and promotion of such knowledge and practices in the local community (e.g., courses, seminars, or workshops).

In collaboration with '*Veneto Agricoltura*' and other territorial actors, the Consortium has promoted a survey in order to share, inform and raise the awareness not only of the winemakers but also of the local institutions and the residents regarding the threats that can be consequential for the historic vineyards. This research has involved several seminars. During the past decades, the research activities prompted by the Consortium has resulted in several publications. The Consortium contributes to the valorization of the vine hills through the protection, and the promotion of the quality mark DOC prescribed to the Soave wines. Thus, the commercial initiative directed to the promotion of wine to some extent also helps to disseminate the landscape values, because the vine hills, in such promotional activities, are represented as an essential element of the wine quality. Another initiative of the Consortium aimed at enhancement of the vine hill and the wine is the development of *Grand cru* system⁶²⁰. The

⁶²⁰ Grand cru it is the French wine term from '*croître*' (to grow), which is used to describe the group of vineyards, while '*grand*' is used to delineate the high value of such vineyards.

Consortium has mapped the vine hills of Soave in reference to the quality of wine and the soil. In the immense territory like Soave, where the vine grows in a large variety of soil (from white soil to the black lava origin soil), such classification is a necessity. Currently, there are around 60 vineyards that the Consortium calls 'cru'. We would not deny that the candidature of the Soave vine hills both for the National Register of Rural Landscapes and for GIAHS might be motivated by a mere promotion of the Soave wines. Nevertheless, these initiatives have acted as catalysts for the research activities resulting in a qualified scientific analysis of the values and risks present in the agricultural landscape.

There is also an important role played by the local administration and the local associations in raising public awareness of the landscape values. Both organize a range of activities and projects in the territory aimed at its promotion as a tourist destination. An interesting initiative was developed by the Association 'Amici delle Antiche Torri', which since 2016, is developing open-air museums on history of local viticulture or as they call it the museum of the art of viticulture. By now (November 2018) the *museo itinerante* consists of two towers with the original vine cultivation and winemaking tools, such as trucks, wine barrels, wine press. Many of the objects 40-60 and even 100 years old were donated by local people and restored by the Association (Appendix F.6). They were able to take the pavement of an old winery of the beginning of 1900 and reconstruct it in the new open-air museum. Each object and tower is accompanied by a banner explaining the use of the objects. The association is currently working on the third tower and planning to fill all towers of the Soave until the *Porta Aquila*.

3.4. The case of Cinque Terre: Management of the 'boutique' agricultural landscape⁶²¹

The terraced agricultural landscape of Cinque Terre is located in the coastal zone of the Region of Liguria (northwestern Italy), and includes five historic villages Monterosso, Vernazza, Corniglia, Manarola, and Riomaggiore. The case study area corresponds to the territory of the National Park of Cinque Terre (excluding the marine protected area) (3.867 ha) and covers the territory of three municipalities (Monterosso al Mare, Vernazza, and Riomaggiore) (fig. 42).

⁶²¹ This section is partly based on the author's publication: Salpina, D. (2019), *op. cit.* doi: <http://10.7390/94139>



Figure 42. Cinque Terre. Case study area.

Currently, the agricultural area covers only 28.18% (or 7.31 sq km) of the park' territory, while 68.66% (17.81 sq km) is covered by the forest and semi-natural area, and 3.13% (0.81 sq km) covered by urban area.⁶²² Due to the complex morphology (steep slopes) and lack of flat areas suitable for agriculture, the landscape, both along the coastal zone and inland, is characterized by distinctive land-use practices, which have created agricultural terraces dating back to 1100AD (fig., 43).⁶²³ According to the last available data, in 2010, the agricultural area covered 893 sq km, where only 244 ha were used. These numbers highly contrast with over 2000 ha of terraces cultivated in the area just several decades ago. Currently, the agricultural terraces are covered prevalently by vineyards, olive groves, and citrus trees (Appendix F.7)⁶²⁴.

⁶²² The data are from the preliminary version of new Regional Landscape Plan which the Cinque Terre as an individual sub-area (*sub-ambito*).

⁶²³ Terranova R., (1984). Aspetti geomorfologici e geologico-ambientali delle Cinque Terre: rapporti con opere umane (Liguria Orientale). Studi e Ricerche di Geografia 7, 39-90.

⁶²⁴ According to ISTAT (2010) the distribution of the cultivated land is following: Monterosso -46 ha (out of 247 ha), Riomaggiore - 85 ha (out of 252 ha), Vernazza - 113 ha (394 ha). After the activities for recuperation of the abandoned terraces

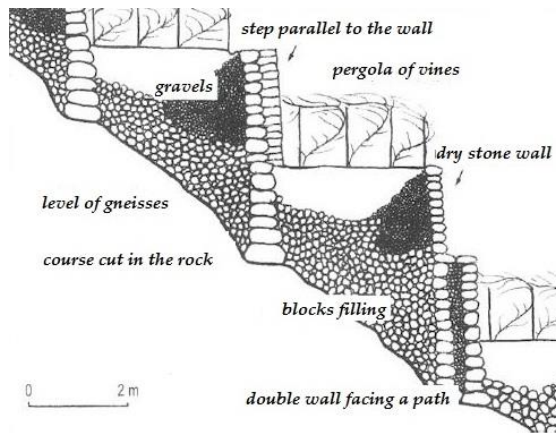


Figure 43. The configuration of the agricultural terraces in Cinque Terre.⁶²⁵

In 1997, due its fragility, the territory of 4,689.25 ha of Ligurian coast between Cinque Terre and Portovenere, including the three islands of its archipelago (Palmaria, Tino and Tinetto) and small towns (Monterosso, Vernazza, Corniglia, Manarola, and Riomaggiore), was inscribed into UNESCO World Heritage List as a *continuing cultural landscape*. The inscription of the site was justified by its environmental, scenic, and historical significance, which corresponds to the criteria (i), (iv), and (v).⁶²⁶ It is important to note that in 1997, the Advisory Body recognized the agricultural activities as the main element justifying the outstanding universal value of the 'site', stating that: '*The site nominated for the World Heritage List has outstanding universal value from the historical and anthropological points of view because it comprises a geocultural region where a small number of people have changed their natural environment profoundly over a millennium using special agricultural techniques.*'⁶²⁷ The international recognition of the

promoted by the National Park and other local actors (see the section 4.2.2.4 – 'Tangible Dimension' farther in this Chapter), the surface of cultivated land has grown. However, the new data is not available yet.

⁶²⁵ Françoise, A. (1999). L'environnement et le paysage au secours de deux viticultures héroïques : l'évolution récente des vignobles en terrasses de Banyuls et des Cinque Terre. In: Sud-Ouest européen, tome 5, 1999. Sud-Ouest européen. Identités en mutation, p.85.

⁶²⁶ UNESCO. Portovenere, Cinque Terre, and the Islands (Palmaria, Tino and Tinetto), Rf: whc.unesco.org/en/list/826

⁶²⁷ ICOMOS (1997). World Heritage List N 826. Advisory Body Evaluation. Rf: <https://whc.unesco.org/en/list/826/documents/>

territory followed by the establishment of the National Park of Cinque Terre in 1999. Therefore, the agricultural landscape enjoys the protection of the *National Law No 394/1991 on protected areas*, which imposes stringent controls over all forms of activity within the designated park. Further, the entire area of the case study, including individual buildings, architectural ensembles, archaeological sites, terraces, falls under the provisions of the Cultural Heritage and Landscape Code, which obliges binding forces on all properties and elements of the agricultural landscape.

Nº	Protected area (<i>vincolo</i>)	Legislation
070423	The costal zone of the municipalities of Deiva, Framura, Bonassola, Levanto, Monterosso, Vernazza, Riomaggiore, La Spezia, Portovenere.	Ministerial Decree, 3.08.1959
070452	The area of Fegina located within the municipality of Monterosso al Mare.	Ministerial Decree, 22.12. 1956
070457	Caletta zone, characterized by antic fishermen's dwellings and houses counting from the castle of Riomaggiore.	Ministerial Decree, 23.03.1956
070464	The zone including a boathouse and the promontory of the castle within the municipality of Vernazza.	Ministerial Decree, 09.01.1957
070586	Zone in the area of the Riomaggiore castle	Ministerial Decree, 07.05.1956

Table 12. *The landscape restriction in the territory of Cinque Terre.* ⁶²⁸

Besides, the regional legislation (n.41/1985) and its subsequent amendments, defines the rules for the protection and increase of agricultural activities in the Cinque Terre. The Law was adopted due to the high vulnerability of this area in front of environmental risk factors. It stabilizes specific incentives for the maintenance and the protection of the territory, environmental protection, and enhancement of the landscape funded by the Rural Development Plan.⁶²⁹ The framework of the application of the Law covers the territory of the municipalities of Monterosso, Riomaggiore, Vernazza, and part of La Spezia, which fit into the production zone of DOC 'Cinque Terre' and 'Cinque Terre Sciacchetrà' (about ha 4000 ha of land surface).

⁶²⁸ Source: Region of Liguria. Rf: <http://www.liguriavincoli.it/>

⁶²⁹ Liguria. L.R. n.41/1985 'Norme per la salvaguardia e l'incremento delle attività agricole nelle Cinque Terre'.

3.4.1. Values and threats

Historic value. During the last millennium, almost all⁶³⁰ the steep slopes of Cinque Terre, from the edge of the sea cliff and up to 400-500 m in elevation, have been shaped by stone-walled agricultural terraces⁶³¹ used for cultivation of grapevine, olive trees and lemons (since the 17th century). In order to use the area for agriculture, the farmers had to remove all stones from the ground, to build the terraces adapted to the specific geological and geomorphological conditions of the territory and to add the drainage system for running water control and supply. Over the centuries, the terraced surface of Cinque Terre has reached the territory of around 2000 hectares. Although the terraces have covered the large portion of the area, the peasants still were subjected to harsh working conditions due to the complicated and often impossible mechanization of agricultural work. This a centuries-old agricultural practice over time led to the local acquisition of unique dry-stone construction skills⁶³², which allows the maintenance of this unique feature of Cinque Terre up today. Thus, despite the abandonment of part of the land, most of the dry-stone terraces are still intact and have kept their traditional function.

The main crops of the area (grapevine, the olive tree, and citrus fruits) are still being cultivated with centuries-old *savoir-faire*, with very few changes compared to the plain areas of Italy impacted mainly by technological innovations in the agricultural sector. Some of such traditional methods enriching the historical value of the agricultural landscape of Cinque Terre are grapevine cultivation technic (*coltivazione a vite bassa*) and of use of specific huts (*casotti*), which once housed the winery and the farmers who stayed there during harvest time. Overall, the land-use models established by the custodians of this land have kept their meaning. Therefore, the significance of the agricultural landscape of Cinque Terre lies primarily in its historicity.

Aesthetic value. These century-long agricultural land-use practices have shaped the unique coastal landscape of Cinque Terre, *representing an outstanding example*

⁶³⁰ The only zone not covered by terraces are the upper slopes in the proximity of the ridge dividing Cinque Terre and Vara valley are mainly covered by chestnuts and holm oak forest.

⁶³¹ Brandolini, P. (2017). The Outstanding Terraced Landscape of the Cinque Terre Coastal Slopes (Eastern Liguria). In *Landscapes and Landforms of Italy. World Geomorphological Landscapes*, edited by Mauro Soldati, and Mauro Marchetti, Cham: Springer, pp. 235-244.

⁶³² Ibid.

of human integration with the natural landscape⁶³³. The varied geometric features of terraces, extending to as much as 2 km in length, meaning they have been integrated almost entirely within the natural landscape⁶³⁴. The vertical slopes, transformed in an impressive quantity of small and tiny plots of land in the local dialect are called *cia'n*. In ensemble with the Ligurian Sea and the historic villages of Cinque Terre (*Monterosso, Vernazza, Corniglia, Manarola, and Riomaggiore*), the agricultural terraces create an unusual cultural landscape of high aesthetic value.

Economic value. The agricultural terraces have been the main economic activity of the Ligurian Coast for several centuries. Today these terraces are still used for cultivation of vineyards, olive and lemon groves. According to ISTAT, the population of the area counts around 4.200 residents, mainly involved in the sector of tourism, fishing, and agriculture. Thus, the agricultural terraces still constitute one of the significant income resources of the local population, both by attracting tourists flow coming to see this human-made landscape and by producing the local products. The agricultural production is mainly oriented towards high quality internationally renowned 'Cinque Terre' DOC wines (*Sciacchetrà, Vermentino*). Within 100 hectares of overall cultivated land, 88 hectares are used by 23 farms to produce 'Cinque Terre' DOC grapes. However, the typical products of lemon, olives (*Olio DOP della Riviera Ligure*), honey, and fish (anchovies) also support the economic value of the area.

Environmental value. The territory of Cinque Terre is a natural oasis with higher altitudes covered by forest and the coastal zone by agricultural landscape with rich agrobiodiversity. The variety of macroclimate and natural environment is the result of anthropic actions that have contributed to the diffusion of a wide range of plant species. The holm oak woods in the upper part of the coast were partly replaced by cultivated strips (called *ciàn*) as well as other tree species such as Maritime pine, Aleppo pine, and chestnut trees. While the caper, spread in the clef of the dry-stone walls, is remaining cultivation from the last century.

Recreational value. The recreational value of the agricultural landscape of Cinque Terre lies in the number of recreational services that it provides. Such services often contribute to the quality of life both of visitors and residents expressed in food quality, water, and clean air, social relationships, diversity, and accessibility of heritage assets. With increasing urbanization, the demand for such goods and

⁶³³ Ibid.

⁶³⁴ UNESCO. Portovenere, Cinque Terre, and the Islands (Palmaria, Tino and Tinetto). Rf: <https://whc.unesco.org/en/list/826>

services is increasing in metropolitan areas across the world. Today, only the *Trip Advisor* counts around thirty agritourism businesses proposing recreational services in the territory of Cinque Terre.

Identity value. Being the main economic and cultural activity of the area for several centuries, as well as the main instrument which has shaped the surrounding environment of the local people, the agricultural terraces of Cinque Terre is undoubtedly one of the main element reflecting the local identity. Besides the physical appearance, the intangible elements related the agricultural activities such as traditions and festivals (e.g., *vendemmia*, *sagre*) are also an essential asset in linking the people with the territory of Cinque Terre. The inclusion of the site in the World Heritage List gave a boost to the recognition of the landscape values and people's pride in their territory, development of tourism, and local production.

Scientific value. The scientific value of the terraced agricultural landscape of Cinque Terre lies in its potential as a research source. The terraces can be used in addressing some research questions and to contribute further information about the territory it belongs to. Besides being a living testimony of the century-long history of the Ligurian Coast, the agricultural terraces also contribute to scientific discoveries related to agronomy, agro-biodiversity, and prevention of natural disasters. Thus, after the tragic flood in October 2011, several investigations have discovered the decisive role of the terraces in ensuring both stability of the debris cover and shallow infiltration drainage.⁶³⁵ It was demonstrated that 90% of landslides had impacted the abandoned terraces and woods, while the terraces in good condition were able to mitigate the impact of the natural disaster. Therefore, in certain circumstances, human-made constructions are more effective in the mitigation of hydrological risks than natural elements (e.g., wood).⁶³⁶

Nature-caused risk factors. The *hydrogeological vulnerability* of the steep slopes of Cinque Terre is one of the main factors that can cause landslides. The hydrogeological vulnerability is the most impactful nature-caused risk due to both the number of inhabitants and the high tourist flow resulted in the excessive

⁶³⁵ Stanchi S., et al. (2012) Proprieties best management practices and conservation of terraced soils in Southern Europe (from Mediterranean areas to Alps): a review. *Quatern Int.* 265, 90-100

⁶³⁶ See Agnoletti et al, (2012), *op. cit.*

use of the paths⁶³⁷. The area is strongly prone to *land sliding*, due to the complex geological context, unfavorable tectonic, and structural setting. The phenomenon which started to manifest in after war period due to the massive abandonment of terraces and lack of the activities directed to the maintenance of stone walls.

Consequently, the terraces were overgrown with spontaneous plant species. This phenomenon has increased the vulnerability of the remaining terraces, which are fragile, given the fact that they were built without the use of any cement. Also, the historic rural settlements and economic activities sustaining this area are in danger due to landslides. There is also the increased fire hazards and *high presence of ungulates* (particularly boars) damaging crops and hedges and affecting the agricultural activity.

Human-caused risk factors. Following the exodus of farmers since the 1970s, agricultural terraces of Cinque Terre have been progressively *abandoned*, and the impact on this complex land-use system has been severe. In only a few decades after abandonment, the upper parts of the abandoned terraces became overgrown with pine trees and the middle-lower slopes by Mediterranean scrub. A lack of terrace maintenance in most of the abandoned farms led to instability phenomena, characterized by a general increase in soil erosion and slope movement. Therefore, abandoned terraced sloped are highly susceptible to shallow land sliding, usually triggered by massive rainfall events of short duration. Without a constant day by day maintenance, the terraced system undergoes a rapid and often irreversible degradation. The restoration of such continuously collapsing dry stoned walls is very costly. Thus, the poor maintenance of the paths makes the territory accessible both for the enjoyment of tourists and residents.

Currently, only around 20% (100 hectares) of terraces are still cultivated. The abandonment of agricultural activities is primarily associated with the *high cost of productive activities* and almost *impossible mechanization* of works in this complex terrain. The rules that have determined the ‘anthropization’ of the territory are becoming less evident, due to the changes in the century-long relations between people and their territory.

⁶³⁷ UNESCO (2013). World Heritage Centre and ICOMOS Joint Mission Report ‘Portovenere, Cinque Terre, and the Islands (Palmaria, Tino and Tinetto) 8-12 Oct 2012’, Phnom Penh, 16-27 June 2013

The *sociodemographic changes* in the territory is another important factor causing the abandonment of terraces. Thus, the Municipalities of Cinque Terre show a *high aging rate (over 65)*. The statistic also indicates the high average age of local producers that consequently can lead to the abandonment of the territory and the loss of terraced surfaces.

There is also a strong *dependence* on agricultural activities *from tourism*. Most of the economically stable farms in Cinque Terre either combine agriculture with agritourism services or, if lucky, produce the DOC wines. Therefore, if not associated with other economic activities related to tourism, the agricultural enterprise becomes highly vulnerable to market volatility, which can lead to the gradual abandonment of the territory.

Although tourism allows sustaining economic stability of the local agriculture, the *anthropic pressure* associated with *excessive tourism* is another risk factor. The good connection of the territory, both by land and by the sea makes it accessible for cruise tourism other types of massive tourism. Since the inscription of the territory in the UNESCO World Heritage List, the tourist flux has considerably increased. Thus, according to ISTAT (The National Institute of Statistics), the annual number of tourists in the coastal zone of the UNESCO site range between is around 800-900 thousand, where approximately 80% from foreign countries (ISTAT). The less impactful risk factors, which influence the aesthetic value of the overall territory of Cinque Terre are the proximity of the large harbor *La Spezia* and energy facility (SNAM); the proliferation of unauthorized shelters; low-quality building materials and design; the visual impact of recovery measures after 2011 flood.

3.4.2. Planning instruments

Questions: *Which are the planning instruments directly regulating the management of the agricultural landscape? Which are the mechanisms set up in these plans? Who (and to whom) is accountable for drafting and realization of these plans?*

'The site enjoys the existence of several provisions of law dedicated to its protection implemented by ad hoc authorities. Currently, several plans and safeguard regulations concur to ensure the management of the property'.⁶³⁸ The local planning framework concerning the protection of agricultural terraces of Cinque Terre involves a

⁶³⁸ UNESCO. Periodic Report - Second Cycle Section II-Portovenere, Cinque Terre, and the Islands (Palmaria, Tino and Tinetto). Rf: <http://whc.unesco.org/>

much broader spectrum of instruments than those we have seen in the case of Soave. That is because the agricultural terraces are included in the territory of the National Protected area *Parco Nazionale delle Cinque Terre* since 1999, and inscribed at the World Heritage List of UNESCO. In addition to the above discussed planning instruments, there is the plan for the Natura 2000 site, which we decided to overlook in this thesis due to the time constraints and irrelevance in regards to the selected case study area. The duplication of spatial planning function by the regional and by the park plan is the primary concern that has emerged from this analysis.

3.4.2.1. Spatial planning instruments

The Cinque Terre within the current and future landscape plans of Liguria

The entire territory of Cinque Terre is subject to a multitude of spatial planning instruments. At the regional level, the landscape planning is coordinated by the Ligurian Regional Coordination Landscape Plan (*PTCP - Piano territoriale di coordinamento paesistico*) that dates back to the 1990th. The plan defines the levels of possible interventions related to the landscape features according to three levels: territorial, local, and punctual.

The territory of Cinque Terre corresponds to the area (*ambito*) n. 93. The actions proposed to this area are limited to the development of the pathway network and the panoramic points. The significant attention is given to the development of the touristic infrastructure, with little reference to agricultural landscapes. This demonstrates the obsolescence of the plan, which doesn't reflect the current physical dimension of the landscape, and the emerging risk factors (such as geomorphological risk factors, abandonment of the territory, a decline of the traditional economic activities and tourist pressure). The plan is outdated and conforms neither to the new landscape planning requirement of the national legislation nor to the current issues faced by the territory.

The decision to draft the new landscape plan was taken only in 2017. According to the preliminary version of the plan, the regional territory will be divided into 11 areas (*ambiti*) instead of the previous 109. The Cinque Terre is included in the area n.8 '*Riviera di Levante*', together with the significant part of the territory of

the National Park.⁶³⁹ The plan does not yet contain the norms for the use and transformation of each area. Nevertheless, among the secondary objectives of the plan, we can already observe special attention paid to the balance between the protection of the landscape and its productive functions⁶⁴⁰. In practical terms, the plan will represent a set of prescriptions and norms for the use, the transformation, and the protection of the regional territory, including the natural protected areas⁶⁴¹. This aspect may cause significant contradictions and overlaps with the provisions of the park regulations and plan, which is also in the process of elaboration and approval. Both the new regional landscapes plan and park plan will provide norms and criteria for the landscape planning instruments at the municipal level. Although the local authorities may express their discretion in regards to the new norms of the landscape plan, there is still a risk in duplication of landscape planning function at the supra-municipal level by a new park plan and landscape plan.

The regional territorial plan – the duplication of the spatial planning function?

The territorial governance in Italy is characterized by high decentralization. Therefore, the protection of agricultural landscapes is highly influenced by the regional urban legislations. The last version of the Regional Urban Law of Liguria (n. 29/2016) defines two autonomous instruments of spatial planning at the regional scale: landscape plan and territorial plan (*Il Piano Territoriale Regionale* or PTR)⁶⁴². The former is presented as a set of rules and prescriptions exclusively related to landscape planning; while the latter as a strategic instrument for the spatial and socio-economic development of the territory.

⁶³⁹ In addition to Cinque Terre, the 'Riviera di Levante' includes the territories of Moneglia, Deiva, Bonassola, Levanto, and Portovenere. Liguria (2019). *Documento preliminare del Piano paesaggistico di Regione Liguria*, dgr n.334, Apr. 2019, p.58.

⁶⁴⁰ Some of the secondary objectives of the plan has the direct reference to the agricultural activities: 'Garantire l'equilibrio tra la salvaguardia dell'integrità delle componenti naturalistiche e le esigenze di manutenzione del territorio, accessibilità, fruizione attiva e uso produttivo del bosco'; 'promuovere processi di contrasto all'abbandono del territorio agricolo e salvaguardare gli assetti e le tracce identitarie del paesaggio rurale storico'. Ibid. pp. 17-19

⁶⁴¹ 'L'apparato normativo riguarderà [...] prescrizioni d'uso per le aree tutelate per legge, in cui saranno forniti gli indirizzi, le direttive e le prescrizioni per la gestione del territorio o per il corretto inserimento degli interventi di trasformazione del territorio nelle aree tutelate per legge di cui all'art. 142.' Ibid., p.76

⁶⁴² Liguria. Legge regionale n.29/2016, art. 3.,

The landscape plan is seen as an external instrument, elaborated jointly with Mibac and coordinated by the National Law, while the territorial plan is an instrument elaborated in the conformity with the regional policies and programmes. Regardless of the supposed autonomy and the structural differences of the plans, there is the risk of overlaps and incongruences in terms of landscape planning. The overlaps may emerge from the fact that both plans operate in the same territory and pursue the same objectives (the urban regeneration of the territory and the fight against the depopulation of the hinterland). While the possible incongruences may derive from the fact that the plans are being elaborated simultaneously,⁶⁴³ but within the differently scaled policy frameworks (regional vs. semi-regional and semi-national).

In order to understand better the possible overlaps and incongruences between the spatial planning instruments, the analysis will follow by the study of the punctual instruments, which directly influence the protection of the agricultural landscapes: 1) municipal urban plans; 2) landscape authorization procedures (see the following section on the park planning and protection systems).

From municipal plans to the new inter-communal plan

The case study area comprises the territory of three municipalities: Riomaggiore, Vernazza, and Monterosso. Accordingly, the agricultural landscape is subject to three municipal plans (PRG). These plans are out of date and can be considered the reflection of the past regional urban development policy.⁶⁴⁴ The content of the municipal plans follows the logic of the territorial zoning. The agricultural landscape lies within zone E and its sub-zones with different levels of use and transformation prescriptions. Thus, the PRG of Riomaggiore defines three zones: 1) the zone EA characterized by the presence of minor rural settlements of particular historical and environmental value; 2) the zone ENA of naturalistic and environmental interest; 3) the zone EB characterized by the presence of forest fractions. The use of these zones is limited to agricultural activities, which have '*determined the historic configuration of the environment.*'⁶⁴⁵ Therefore, the plan

⁶⁴³ The preliminary version of the PTR is available at: <https://www.regione.liguria.it/homepage/territorio/piani-territoriali/piano-territoriale-regionale/ptr.html> [last accessed 11.09.2019]

⁶⁴⁴ The PRG of Monterosso was approved in 1977 (by the Decree of the Regional Council n.22), the PRG of Riomaggiore in 1997 (by the Decree of the Regional Council n.350) and the PRG of Vernazza in 2005 (by the Decree of the Regional Council n.13).

⁶⁴⁵ Art.63, 85, 89, 92. PRG Riomaggiore. Giunta Regionale n. 350/1997

prohibits all types of new constructions, except for those necessary for agricultural activities. It pays particular attention to the material composition of the new rural architecture, and the spatial configuration of the vine trees within the terraces (see the figures below).

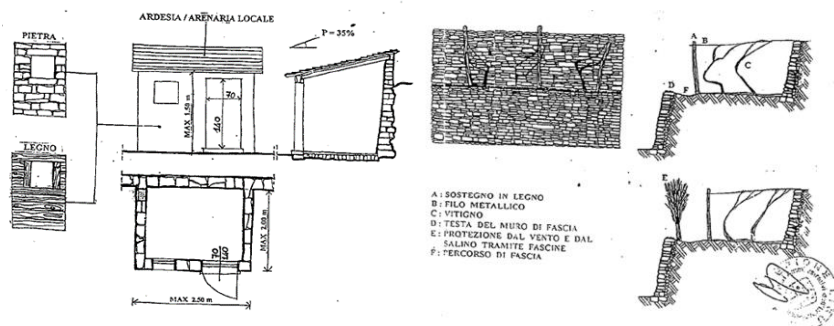


Figure 44. Norms for the dimension, material composition of the rural architecture, and configuration of the vine trees.⁶⁴⁶

Such prescription has undoubtedly contributed to the ‘conservation’ of the physiognomy of the agricultural terraces through the time. However, the municipal urban plans were not able to prevent the abandonment of the territory and the consequent destruction of this traditional element. That is because the plans lack strategic content, which would take into consideration the socio-economic variables. In this view, the municipal authorities have decided to draft a new inter-communal urban plan (*Piano urbanistico intercomunale, PUI*). The preliminary version of the plan defines the rehabilitation of the agricultural terraces as the main objective of the local spatial policy. One of the main measures in this context is the establishment of favorable conditions for the development of local agricultural activities. In the part of the PUI concerning the territory of Riomaggiore, this measure includes the identification of the areas suitable for the establishment of new wineries and the definition of large areas suitable for the drying process of the *Sciaccettrà* grapes. To this end, the municipal administration is planning to provide the area of *Pianca* for the construction of new wineries. Thus, the rehabilitation of the local agriculture within the PUI will mainly base on the incentive in the form of spaces necessary

⁶⁴⁶ Source: PRG Riomaggiore (schede)

for agricultural production.⁶⁴⁷ However, several limits impede the adoption of the plan. According to the local administration, the major challenge in drafting the joint urban plan is that the municipalities have many divergent priorities in terms of spatial development. Thus, in Riomaggiore, due to the limited space, the tourist flux represents the significant risk factor. While in Monterosso and Corniglia, this issue is not of primary importance helps to more favorable morphological conditions.

Overall, we can already observe the gradual integration of the local planning instrument to the logic of the new regional landscape plan, which considers the Cinque Terre as one landscape unite (*sub-ambito*). It is important to note that previously the function of the joint spatial plan was performed by the Park Plan, which was expired in 2002. Currently, the new park plan is under the elaboration. In this context, a new system of spatial planning in the form of the park plan may concur with the inter-communal plan at the punctual level and, therefore, will establish an additional level of overlap. That is because the PUI will coincide with territory covered by the park plan. Though, according to the municipal administration, they are trying to integrate two plans by using the same research results and objectives so to harmonize the spatial regulation of the area.

3.4.2.2. Planning and protection systems of the National Park

The park plan is the fundamental tool for governing the territory of the park. Therefore, this legally binding planning instrument is mandatory for all National Parks. However, the National Park of Cinque Terre does not have an approved park plan. The last version of the plan was revoked in 2010 by the Regional Council, because of new environmental regulations concerning the 'impact assessment' and 'strategic environmental assessment' set by the communitarian norms⁶⁴⁸. The campaign to draft the new plan was launched at the end of 2018. The Entity of the National Park, in collaboration with the regional administration, were assigned responsible for drafting the document. The Universities provided the scientific support during the drafting process. According to the staff of the National Park, the new plan may enter into force

⁶⁴⁷ The information is based on the draft of the intercommunal plan that was kindly provided by the Mayor of the municipality Riomaggiore.

⁶⁴⁸ Liguria. 'La revoca del Piano del Parco Nazionale delle Cinque Terre adottato con deliberazione della Giunta Regionale n.488 del 22 maggio 2002', B.U. n. 51/2010.

only in several years from now, taking into consideration the long administrative process necessary for its approval.

Currently, the function of the park plan is substituted by the park regulations and the biannual performance plan. The latter is a sort of socio-economic program of the park, which describes the future intervention in a short term perspective. It is participatory tools that intervene in the sector of agro-forestry-pastoral activities as well. The performance plan of the park (2017-2019) provides the operative objectives of the National Park. However, it guarantees only mid-term strategic actions. It is important to outline that in comparison with other National Parks in Italy, the Park policy in Cinque Terre gives thorough attention to the development of agro-silvo-pastoral activities. This can be explained by the fact that the Park has been initially established not only for its naturalistic qualities but also because of *'relevant landscape, agricultural, historic and cultural value in the territory.'*⁶⁴⁹

The governance of the territory is implemented through the institutional decree of the park approved in 1999, which introduces the **park regulations**. Those are general regulative measures that do not provide an action-oriented strategy for the development of the territory and protection of its heritage. However, similarly to the municipal plans, the regulations set the rules for the use and transformation of the park territory. Article 1 of the park regulations subdivides the national park into three zones: 1) zone of considerable naturalistic, landscape and cultural interest, which has no or limited level of anthropization; 2) zone of naturalistic, landscape and cultural interest with major level of anthropization; 3) zone of considerable landscape, agro-environmental, historic and cultural interest with the high level of anthropization.⁶⁵⁰ It provides general restrictions (art. 3), including illegal hunting, harvesting, mining, camping, and construction. What is important in the context of this research is the article 5 that prohibits to pave new ways, except the cases when it is necessary for the traditional agricultural practices and construction of monorails.

Nevertheless, such activities are subject to the specific authorization procedure (*nulla osta*) established by the park regulations. In zone 3, instead, the disciplinary allows a much broader spectrum of interventions, including the construction of new and modification of the existing pathways, railways, monorails, and cableways. All these interventions are subject to authorization by

⁶⁴⁹ Art.1 comma 5. G.U. 17 dicembre 1999, n.295: *'per il rilevante valore paesaggistico, agricolo e storico-culturale'*.

⁶⁵⁰ Art. 1. *Disciplina di tutela del Parco nazionale delle Cinque Terre*. G.U. 17.12.1999, n.295.

the park (*nulla osta*). At the same time, the surveillance over the unauthorized activities is assigned to the state forestry services (*Corpo Forestale dello Stato*). According to the local farmers, the principal limit of the park regulation concern the construction of the new road networks that are necessary for accession of tractors. This demonstrates the lack of knowledge of the authorization procedure or the rigidity of the procedure.

Besides, the accession ways, the authorization is required for several interventions related to the agricultural activities, including modifications of water regimes, gas and electric installations in the rural area, land transformation and development (*bonifica agraria*), new buildings and change of use of the existing, farming and depository installations. Although the regulation does not represent a proper planning instrument, by introducing the authorization regulations and limits to certain kinds of interventions (e.g., road and monorail networks, buildings), it controls the future transformation of the territory. The interventions not included in the discipline are subject to the urban planning instruments. In this view, the article 6 states that the adoption of new urban planning instruments concerning the territory of the park should be agreed with the park authorities.

From this discussion, we can observe that the main instrument of the park in the control of the landscape transformations is the authorization procedure called '*nulla osta*.' Thus, there are mainly two types of authorization procedures that control the transformations in the agricultural terraces. However, *which are the difference between the authorization of the park (nulla osta) and landscape authorization set by the Code on cultural heritage and landscapes?*

Nulla osta and landscape authorizations: the duplication of functions?

It is important to identify whether there are overlaps or incongruences between *nulla osta* and landscape authorization procedures in the case of Cinque Terre. To this end, we need to compare the administrative procedures and the criteria of assessment set by the park instruments and the regional landscape regulations. In Liguria, the regulations on landscape authorization are established in the regional law n.13/2014, also known as the consolidated text of regional regulations in the field of landscape⁶⁵¹. The Law makes the distinction

⁶⁵¹ Liguria. Legge regionale n. 13/2014. '*Testo unico della normativa regionale in materia di paesaggio*'. B.U. n. 8 del 11.06.2014)

between the landscape authorization function assigned to the region and the local authorities. Thus, according to the article 6, the region performs its landscape authorization functions exclusively concerning public interventions, interventions of state, regional and inter-municipal interests; constructions and urban interventions subject to environmental impact assessment; constructions and urban interventions subject to the regional approval based on the territorial and sectoral plans; the private interventions within the commercial ports; interventions related to the mining activities; interventions within marine areas; coastal defense interventions. The maintenance, restoration, and conservations works are not subject to the regional landscape authorization procedure. The local administrations are responsible for the landscape authorizations in relation to the public and private interventions, except those falling under the responsibility of the regions⁶⁵². In communities with less than 50 thousand inhabitants, the landscape authorization function should be exercised by the Province or the association of the communities⁶⁵³. In this view, the local commission for landscape in Cinque Terre operates in the communities of Vernazza, Monterosso, and Riomaggiore.

It is important to differentiate two types of landscape authorizations established by the Presidential Decree n.13/2017, which provides the list of the interventions subject to the simplified landscape authorization procedure and those excluded from all types of landscape authorization requirements.⁶⁵⁴ In both, simplified and ordinary landscape authorizations, the evaluation of responsible authorities have to follow by the evaluation of the Superintendence. The simplified authorization supposes the principle of silent approval (*il silenzio assenso*), which means that in the absence of the response from the Superintendence, the decision of the local authorities enters in force automatically.⁶⁵⁵ Although authorized, the intervention may become subject to additional limits and prohibitions in

⁶⁵² Art. 9, Liguria, l.r., n.13/2014

⁶⁵³ Ibid., Art. 10, *comma* 1.

⁶⁵⁴ Those are small interventions, which doesn't bring the considerable transformations to the territory including the ordinary maintenance, conservation and the activities related to agro-silvo-pastoral activities. The interventions subject to the simplified authorization have medium impact and may transform the morphology of the landscape or object. See All. A, B. Decreto del Presidente della Repubblica 13 febbraio 2017, n. 31 'Regolamento recante individuazione degli interventi esclusi dall'autorizzazione paesaggistica o sottoposti a procedura autorizzatoria semplificata'. G.U. 22 marzo 2017, n. 68.

⁶⁵⁵ Art. 11, DPR n.31/2017

conformity to the local urban instruments. In the case of ordinary landscape authorization, the opinion of the Superintendence is mandatory.

Whatever the type of authorization procedure, the entity responsible for the evaluation of the project of intervention must check its conformity with disciplines of the regional territorial coordination plan (PTCP) and regional territorial plan (PTR), which include the prescription of use, transformation and the values of the protected landscapes. In the case of *nulla osta*, the intervention must be assessed in conformity with the park regulations, which define the protection of agricultural landscape as one of the fundamental objectives of the park. This means that the intervention within the territory of the National Park must be evaluated in conformity with landscape protection objectives two times: by the park authorities within the framework of *nulla osta* and by the entities responsible for landscape authorization.

The burden in relation to the duplication of the authorization functions is reflected in the appeal against the constitutional illegitimacy of the Regional Law of Liguria n.22/2015. The case regarded the modifications to the law on building and requalification of the urban heritage. The law defined the *nulla osta* as the only authorization procedure for the interventions in the territory of the parks, and this way it has omitted the necessity of the landscape authorization procedure as defined by the Code n.42/2004. The Court has ruled against the Region for the violation of the Code on cultural heritage and landscape, stating that *nulla osta* cannot replace the landscape authorization established by the national legislation⁶⁵⁶. The same applies to landscape authorization. According to the national legislation on protected areas, all types of authorizations within the territory of parks are subject to preventive *nulla osta*,⁶⁵⁷ which means that without the consent of the park, the landscape authorization cannot be even requested. In this context, the duplication of the authorization function is unavoidable, to extend it concerns the protection of landscape values.

The existence of a multiplicity of actors responsible for the protection of the agricultural landscape within the same territory requires their collaboration on the procedural level. In practice, though, the collaboration practices (*conferenza di servizi* prescribed by the art. 5, comma 4, d.lgs n. 380/01 *testo unico dell'edilizia*) are often ignored at least in the case of landscape authorization procedure.⁶⁵⁸ This issue impedes the comprehensive evaluation of the environmental,

⁶⁵⁶ Cost. n.10 del 9.03.2016, GU 1a Serie Speciale - Corte

⁶⁵⁷ Art.13 *comma* 1. The Park Law.

⁶⁵⁸ See the discussion of the court T.A.R. Liguria, Sez. I - 7 Maggio 2008, n. 928

landscape, urban, socio-economic, and other interests attached to the agricultural landscape.

3.4.2.3. The management plan for UNESCO site

Although the World Heritage site *'Portovenere, Cinque Terre, and the Islands (Palmaria, Tino and Tinetto)'* has been in the UNESCO list since 1997, its management plan was approved only in 2018. It is important to note that the management plans for World Heritage properties have always been a required. However, these requirements were vague, and the term 'management plan' did not have a clear definition. Thus, it was the State Party to decide whether to draft the specific management plan for the UNESCO site or to limit with other types of the planning system. In this context, the plans were customary for natural heritage sites only, where the park plans are prerequisites. Similarly, in Cinque Terre, the planning system for the World Heritage site was limited with the national and regional park plans. At the same time, the control over the protection and management of the site has been ensured by the periodic reports on the state of conservation. The latter requires the concrete actions from the responsible entity.

Lately, the management plans are becoming compulsory for all properties inscribed in the UNESCO list. This can be seen from an increasing 'pressure' on the site managers and State Parties to submit the management plans. In addition, there is a series of publications issued by the World Heritage Center and its Advisory Bodies, highlighting the importance of the management plan and its guidelines. However, in Cinque Terre, the impetus for the management plan has become a disastrous flood in 2011. After the WHC and ICOMOS mission to the site, the World Heritage Committee in its 37th Session (2013) has published the recommendation highlighting the need to: *'review the management system of the site; provide the site with a management plan; define a buffer zone for broader or more appropriate management'*⁶⁵⁹. In 2014, the MIBAC regional office and private research institution FILSE s.p.a. made the convention in order to draft the management plan. It immediately followed by the establishment of an inter-institutional workgroup composed by scientific consultants and the members of the Technical Guarantee Committee (Comitato Tecnico Interistituzionale di Garanzia, further TGC). The latter is composed of the Liguria Region, MIBAC, the National Park of Cinque Terre, the Municipality of Porto - the Regional Park

⁶⁵⁹ UNESCO. Decision 37COM 7B.78. Rf: <http://whc.unesco.org/en/decisions/5092>

of Porto Venere and Islands, as well as the Municipalities of Levanto, Monterosso al Mare, Pignone, Riomaggiore, La Spezia, Vernazza, Beverino, Riccò del Golfo. It is important to note that the municipal representatives joined the Committee only in 2016, after an extensive discussion among the local stakeholders.

The Committee was established in 2007 by the Inter-institutional Protocol, according to which, the parties were undersigned to coordinate and collaborate (within their competencies) in order to protect the integrity of the values recognized by the UNESCO. The committee is coordinated by the Regional Secretariat of MIBAC (former Regional Directorate for Cultural Heritage and Landscape of Liguria), which is defined as the reference entity for the site. However, in practice, the implementation of the management plan and the protection of the territory is under the responsibility of two local institutions - the National Park of Cinque Terre and the Regional Park of Porto Venere.

Although the management plan recognizes the direct responsibility of the National and Regional Parks for the UNESCO site, the regional office of Mibac is defined as the principal manager of the site within the WHC system. Thus, the World Heritage property has a complex governance system. In practice, this complexity results in an indirect form of communication between the WHC and the de-facto managers of the site, which often goes through the regional Mibact office. This reflects the clear cut division of responsibilities and functions between the sectoral policies and institutions, which probably has no sense in the case of agricultural landscapes, where the environmental and cultural aspects merge in one multifunctional property.

The identification of the vision for the management of the UNESCO site had a strong participatory character. Following the survey of the local population, the preservation of the social capital was identified as the primary need of the UNESCO site, because all the rest (local economy, safety, state of the landscape) relies on people. More precisely, the long term vision for the management of the UNESCO site is defined as: *'The conquer of a living landscape, with one inhabitant for each house and one farmer for each terrace.'*

Overall, the document reflects the long-term vision for the management of the World Heritage Property, articulated according to three macro areas: 1) *cultural landscape including territory, environment, and agriculture*; 2) *territorial planning and security*; 3) *and tourism*. Thus, it highlights a particular role of these aspects in the management of the UNESCO site and delineates the plan of action for each. What is essential in the framework of the thesis is the objectives of the plan in relation to the agricultural terraces, which are articulated in following way:

'To counter the loss of terraces, helping to restore abandoned terraces and supporting maintenance using techniques and materials that are characteristic of the place; maintaining crops and recovery of cultivations in a phase of abandonment: especially traditional forms; to make the primary sector and entrepreneurship of typical products more structured and integrated, modern (modern technologies, racks), sustainable and competitive; improvement and conservation of historical-cultural values of forestry systems and maintenance and improvement of the conservation of woodlands; conservation of historical-cultural values of historical hamlets and traditional rural artefacts'.⁶⁶⁰

Thus, we see the primary accent on the preservation of traditional forms of agriculture and the development of entrepreneurship in the local agricultural sector. What is important to note is that the projects of the plan for the agricultural landscapes are articulated in a direct reference to the rural development plan, as they strongly rely on the RDP funds. More precisely, 8 out of 31 future and ongoing projects in the plan determine RDP funds as the central resource for their realization:

1. Identification and recovery of the roads between vineyards'. Through the restoration of the network of the small roads between the properties, the local entities aim to improve the accessibility of the farms, to facilitate the work of the farmers and to prevent the abandonment of the agricultural lands.
2. 'Educational and training activities directed to the staff of the local administration, associations, and residents.' It is an awareness-building activity, which primarily targeted to the involvement of the local schools. The aim is to raise the sensibility of the population on the preservation of the cultural landscape.
3. 'Project of uncultivated lands.' This project aims at the improvement of the agricultural potential of the Regional Liguria, through the 'revitalization' of the abandoned/not-cultivated land in the territory of Cinque Terre. The projects are supposed to include the identification and selection of abandoned areas through the regional bank of land (BRT).⁶⁶¹ Further, the suitable lands will be re-cultivated in collaboration with the local associations (e.g. 'Save Vernazza,' 'la Fondazione Manarola') and farms.

⁶⁶⁰ Ibid., p.127

⁶⁶¹ BRT (Banca Regionale della Terra) is a Regional database containing the cadastral coordinates of the land as well as other information (e.g., owners, use)

4. Project to encourage the use of local agricultural products in local restaurants and catering services. This project aims to enhance the direct collaboration between the local producers and restaurants, in order to promote the local production, including the sommelier courses, and organization of the specialized food markets.
5. Recovery and revitalization of the territory of Tramonti. This project included in the Local Urban Plan aims the recovery of hilly agricultural landscapes of the Tramonti area (part of the UNESCO site), as well as the rural architecture present in the abandoned territory.
6. Recovery and redevelopment of the hillside forest. The improvement of the hydrogeological and vegetative condition of the forest in the inner part of the Cinque Terre represents an important condition for the safety of the agricultural terraces from hydrogeological risk factors.
7. The project for 'the development of sign network and information board' throughout the territory of the UNESCO site, aimed to improve the accessibility and excursionist activities in the area.⁶⁶²

The implementation of this project is guaranteed by the monitoring plan developed within the framework of the UNESCO management plan. The monitoring plan delineates a set of indicators that help to assess the management of the site in relation to the significant risk factors present in the territory, including the abandonment of terraces, natural risk factors, and tourism pressure. In addition, it incorporates specific indicators for each of the project performance.⁶⁶³ It is important to remind that before the approval of the management plan, the monitoring of site management has been ensured by the period reporting required by the World Heritage Centre and the performance plan of the National Park. However, the former represented allowed to construct only a global vision on the state of conservation and management of the territory. While the latter concerned only the territory of the National Park.

Overall, the new management plan for the UNESCO site has promising results. First, because it is a long-term planning instrument. Second, because it plays a strategic and guiding role in territorial development. However, it is important to understand that it has a consultative status (not binding). Besides, the UNESCO management plan has a weak immediate legal effect and cannot supersede other policies or implementation measures because it lacks direct enforcement power

⁶⁶² For the detailed description of the projects see pp. 141-163 of the Management Plan

⁶⁶³ The detailed description of the monitoring system is available in the Management Plan of the site, pp.181-186

or financial incentives. Thus, it does not provide actual protection of the agricultural landscape or binding regulative framework.

3.4.2.4. The rural development plan of Liguria⁶⁶⁴

The regional rural development plan not only recognizes the area of Cinque Terre as an important area for specialized viticulture (*Cinque Terre DOC* wines), but also underlines the environmental and landscape values of the terraces contributing to the rural development in the Region. For these reasons, the agricultural sector of Cinque Terre enjoys the public funding supporting the rural development within the framework of the Common Agricultural Policy (CAP). The support provided within the EU agricultural policy has increasing importance for the preservation of local agriculture. Indeed, during the previous planning period (2007-2013), the territory has benefited the reconstruction of an aqueduct and the introduction of the network of monorail trains called '*trenini*'. It is considered the significant contribution of the RDP for the local agriculture, although the network serves only a small portion of the territory. Currently, the RDP of Liguria is focusing on the diversification of agricultural activities, which is reasonable in view of a rapidly growing vine, and gastronomic tourism considered the major opportunity for the preservation of agricultural landscapes.

Within the ongoing programming period (2014-2020) the RDP of Liguria disposes around 300 million euro,⁶⁶⁵ distributed within 15 measures, and 43 sub-measures (Appendix I). The analysis of the RDP regulations has shown only a few measures that were articulated in a direct reference to the preservation of agricultural landscapes. This concerns the measure for the improvement of the performance and sustainability of farms provided under article 17 of the EU Regulation. Under the RDP of Liguria, the measure was articulated to support the non-productive activities such as the restoration of traditional drystone walls, the planting of hedges and rows, the creation and reconstruction of water troughs (ponds, puddles) and wildlife observation points.⁶⁶⁶ While in the Cinque

⁶⁶⁴ This section is based on the author's publication: Salpina, D. (2019), *op. cit.* doi: <http://10.7390/94139>

⁶⁶⁵ EC (2016). Factsheet on 2014-2020 Rural Development Programme for Liguria.

⁶⁶⁶ It is important to note that the RDP of Liguria sets specific requirements for the construction of drystone walls including the use of materials and forms corresponding the traditional construction models and methods (without use of cement). *All. A., Delibera di Giunta regionale n. 666/2016*

Terre, the major part of the requests funded under this measure regarded the reconstruction of drystone walls. The latter is crucial not only for the aesthetic value but also for the bio-diversity and the historic value of the agricultural landscape. Thus, despite the fact that the main objective of the support refers to agro-environment objectives, the actions funded under this measure benefited the tangible dimension of the agricultural landscape.

Further, the investment for basic services and village renewal provided under article 20, within the RDP of Liguria, was made available for the projects related to the maintenance, restoration, and redevelopment of the cultural and natural heritage of villages, rural landscapes, and sites of high natural value.⁶⁶⁷ In Cinque Terre, this fund was requested mainly by the local authorities for the recovery of small roads between the farm properties, in order to improve the accessibility of the farms and prevent the abandonment of the agricultural lands.

However, the analysis has also shown certain mismatches between the evaluations of the policy measures presented above and their *de-facto* application. It concerns the investment for the vocational training and skills acquisition provided under article 14 of the Regulation, which within the RDP Liguria was limited to the training included in the Regional Registry (*Catalogo Regionale delle Conoscenze e delle Innovazione*). Those are mainly technical training (e.g., use of plant protection products and agricultural machinery),⁶⁶⁸ which have little reference to the preservation of agricultural landscapes and practices. Further, several operational and normative issues limiting the access to the funds by the local farmers have emerged.

The first limit is the threshold set by the RDP, which is not adapted to the characteristic of heritage agricultural landscapes. In agricultural landscapes such as Cinque Terre, the generations of farmers were able to preserve several physical and socio-economic characteristics (e.g., small plots of properties) that make them heritage. However, this very characteristic hinders the preservation of the agricultural landscape. The complexity of land structure in Cinque Terre implies the high cost of all types of interventions in the landscape. The transportation of materials for the restoration of dry-stone walls requires excessive expenditure in terms of financial resources (e.g., rent of helicopter) and time spent by the farmers.⁶⁶⁹ That is because the state and the dimension of the

⁶⁶⁷ See the measure 7.6. in *Delibera di Giunta regionale n.249/2016*.

⁶⁶⁸ *All. 1, Decreto di Giunta regionale n.742/2018*

⁶⁶⁹ The amount of support for the construction of drystone walls provided within the measure 4.4 is 105€ for m², which cannot exceed 200m² per request.

roads between the agricultural plots do not allow the use of usual transportation means. It is important to note that the RDP Liguria does provide the measures specifically designed for the areas with natural constraints. Indeed, the sub-measure n.13.1 (*Indennità compensativa per le zone montane*) aims to establish the balance between the income difference of the 'difficult' areas and the areas with favorable conditions for agriculture (e.g., flatlands). All three municipalities of the Cinque Terre (*Riomaggiore, Vernazza, Monterosso al Mare*)⁶⁷⁰ are classified eligible for such compensation. However, the interviews have demonstrated that the local farmers have issues with receiving such help, due to the small dimension and fraction of their land parcels. Indeed, the technical disposition of the measure states that the agricultural systems of arboriculture (e.g., vineyards) in the mountain areas have right for 500€ per hectare. It further specifies that the contribution less than 300€ cannot be paid due to the administrative costs.⁶⁷¹ In this context, the farmers of Cinque Terre, whose land properties often do not exceed 0.5 hectares become ineligible for such help.⁶⁷²

The second limit is that RDP Liguria is designed mainly for farms with individual economic capacity. It means that besides the technical requirements, the farmer needs to provide the financial guarantee, which in the case of small farms represents the main obstacle in receiving the funds for the development of their businesses and the introduction of new infrastructure.⁶⁷³ The agricultural landscape of Cinque Terre has become the World Heritage helps to its distinctive geomorphological and socio-economic structures. However, these very characteristics hinder the use of the RDP resources conceived for the preservation of the heritage landscape. In this context, the accession to the RDP funds for large-scale projects mainly relies on the National Park and the Social Winery. The interviews have shown the high expectations of the local farmers in relation to the post-2020 RDP. Some of them aspire to the introduction of the

⁶⁷⁰ PSR Liguria (2014-2020), '*Indennità compensativa per le zone montane*' in *Allegato Elenco Comuni Svantaggiati*.

⁶⁷¹ Liguria, '*Disposizioni tecniche e procedurali per la presentazione di domande di Misura 13 Indennità a favore delle zone soggette a vincoli naturali o ad altri vincoli specifici*'.

⁶⁷² It is important to note that CAP does provide the 'direct payments' under the pillar 1 specifically designed for the smallholder farmers. However, the beneficiaries of the 'small farmer scheme' are not likely to receive additional support. The amount of such support (€500-1250 per year) often does not correspond with the needs of farms.

⁶⁷³ From the interview with the director of the Cantina Sociale delle Cinque Terre: '*Piccolo agricoltore cosa ci mette in garanzia? Un trenino costa mediamente in opera di media lunghezza costerà sui 100 mila euro. Un contadino che se vuole fare un trentino, come fa trovare 100 mila euro?*' Bonanini, M. (2019, February 8). Personal Interview. Appendix G.2.

specific measures for the UNESCO sites. However, according to the Agricultural Counselor of the Region, this measure may not bring substantial results, as there is a need in more profound changes of price policies in favor of the areas with difficult accessibility like Cinque Terre (e.g., the differentiation of the regional prices for the construction of dry-stone walls and local products).

The third limit refers to the weakness of the information channel between the responsible authorities and farmers. In order to take advantage of these funds, the farmer first needs to be informed about the available opportunities. However, the semi-structured interviews with farmers have demonstrated that they not adequately informed on opportunities available for their profiles, or they fear the paper requirement, calling the system too complicated (it. *'contorto'*). This issue is particularly relevant in the case of small-hold farms managed by the aged population. Although there is already an informational desk of RDP (*'sportello agricoltura'*), its function is limited to the general information on the ongoing calls.⁶⁷⁴ To take advantage of the opportunities offered by CAP, the farmer must have the knowledge, administrative capacity, and time to apply for the supports. Therefore, there is a necessity of improving the educational and practical support to the aged farmers in the collection of the necessary documentation, explaining opportunities and procedures on a case-by case basis. Thus, besides the local support offices, an effective advertisement campaign directed explicitly to the involvement of the smallholder farmers is needed. The channels for distribution of the advertisement should be adapted to the targeted segment (e.g., television, radio, instead of the web). Particularly in the areas such as Cinque Terre, where the number of farmers is relatively small, but the risk of agricultural land abandonment is very high, the access and quality for advisory measures shall be the priority.

3.4.3. Agriculture and production

Question: *How and by whom the traditional agricultural activities and productions are preserved?*

In a territorial context of Cinque Terre, the preservation of traditional agricultural practices and production have increasing importance both for the preservation of the aesthetic and cultural characteristics of this unique

⁶⁷⁴ According to the Agrarian Councilor of the Region, the technical assistance (business plans, documentations) is the function of agrarian associations (e.g., CIA, Confagricoltura) and private consultants. Mai, S. (2019, February 14). Email interview. See Appendix G.3.

landscape, as well as for the prevention of the hydrogeological risk factors putting in danger the whole coastal territory of Liguria. Without a doubt, the main actors involved in the management of traditional agriculture and production are the farmers and the local producers. Similarly to the case of Soave, the local producers of Cinque Terre can be divided into two categories: Social winery and private producers. However, in Cinque Terre, the size of production, land tenure, and the number of producers involved in the production are much lower. Thus, in 2018 the number of private producers was 26 entities, with land tenure ranging between 1.5 ha and 4 ha, with few exceptions of 10 ha and 20 ha (Appendix J). The major part of the vineyards is cultivated and harvested manually due to the complex morphology of the land and high fraction of the land priorities, where the accession of mechanized transportation is not possible. In Cinque Terre, there is only one Social Winery initially established as the cooperative of farmers from five villages in 1973.⁶⁷⁵ Currently, it is composed of 200 members (*conferenti*) and aims to support the local agricultural activity, first, by improving the quality of the local wine. Thus, according to the representatives of the winery, by establishing unified methods and technologies of production, the foundation of the winery has given the identity to the local wine.⁶⁷⁶

Second, it supports the margin of profitability of the local farmers by proposing a comparatively high cost for local grapes. According to the director of the winery, currently, they buy grapes from the farmers for around 4 € per kg when the price in other regions ranges between 0.30 and 0.40 euros. This way, the cooperative permits the small-hold farmers to receive an economic profit out of their lands. The high cost for the grapes is ensured by the existence of the quality wine marks of Cinque Terre DOC and *Sciachetrà*, as well as the high number of tourists, which consume the local wine *in situ*. Besides, there is also a small portion of the wines exported abroad (mainly in California and Germany).

⁶⁷⁵ The other closest agricultural cooperative is in Vallata of Levanto (La Cooperativa Agricoltori Vallata di Levanto), which is just in the border with the Territory of the National Park

⁶⁷⁶ Bonanini, M. (2019, February 8). Personal Interview: '[...]prima ognuno aveva i suoi tecniche, ognuno aveva le sue attrezzature, ognuno aveva i suoi metodi di fare il vino. Quindi erano tutti i vini un po' diversi, instabile perché puoi l'arte di verificare non ce l'avevano proprio, quindi vini non potevano affrontare i lunghi viaggi. Con 1982, la Cantina ha costruita la propria cantina, si è vanificato seguendo le moderne tecnologie di vinificazione in bianco, quindi separazione delle bucce, seguito da un enologo [...]'. See Appendix G.2.

Nevertheless, there is a high fluctuation of the harvest each year, which complicates the realization of the local production (e.g., loss of partners).⁶⁷⁷

Third, the winery jointly with the National Park and municipal authorities tries to facilitate the work of the local farmers by improving the infrastructure. Probably the significant contribution in these terms is the introduction of the monorail system or as the locals call them *'trenini'*. The rack-mounted monorails with small wagons for transportation of agricultural materials and goods reach the vineyards of Cinque Terre, otherwise only accessible by foot. Although it covers only a small portion of the territory, it has become an essential part of the local agriculture. When viewed from afar, the impact of these monorails on the aesthetic value of the landscape is relatively small, because they 'disappear' among the vineyards. However, from the closer perspective, the monorails hinder the aesthetic quality of the agricultural landscape (Appendix F.8) significantly. The construction of the monorails was founded within the Regional Rural Development Plan. While the maintenance of the existing monorail systems is currently under the responsibility of the National Park (fig., 45).



Figure 45. The distribution of the monorail system within the protected territory. Source: The National Park of Cinque Terre

⁶⁷⁷ Ibid.: '[...] se tu consolidi un mercato da 100 Milla bottiglie potrei farne 105 or 95, ma non puoi fare 200. E noi invece abbiamo aritmia, che mi metta sempre un po' d'ansia. Io questo anno ho l'ansia del troppo, l'anno scorso avevo l'ansia del poco. Due anni fa ho perso un supermercato come Esselunga, perché non ho più dato il prodotto. Questo anno sarebbe comodo di darli. Questo un grosso limite che abbiamo.'

In terms of support to the local production, a promising initiative has been promoted by the National Park. In order to stimulate the restoration of abandoned agricultural lands, the Park proposes a loan (fixed-term use) two lots of land in the municipality of *Riomaggiore* (in locality *Corniglia*). Currently, the tax office is assessing another 66 ha of terrain in the property of the Park, with the same purpose – Restauration of uncultivated agricultural landscapes.

Further, the National Park provides direct material support for the farmers for the development of local agriculture. In collaboration with the municipal authorities, it provides the farmers with stones necessary for the reconstruction of dry-stone walls. The stones are granted on free loan to the owners and tenants of agricultural lands, while the Park also covers the transportation cost of the materials. In addition to the stones, it provides vine-growing wineries with vine roots and wooden poles for planting new vine rows, as well as electric and mechanical fences, and offers the technical support for their installation. Such fences are necessary for the protection of terraces from the wildlife impact (mainly ungulates). By 2016 about 25,000 meters of such protective facilities were installed (Appendix F.9).

The objectives of the concerned municipalities vary; however, in terms of preservation of local agriculture and terraces, their objectives mostly correspond. Indeed the initiative to draft an intercommunal urban plan demonstrates the will to address the common issues on the management of tourist flux and abandonment of the terraces. Thus, in *Riomaggiore*, the intercommunal urban plan envisages the territory for the construction of new larger wineries, and spaces for drying grapes for *Sciacchetra* wine. As compared to *Soave*, there is a weak presence of the Consortium for the protection and promotion of local quality production. That is because there is no yet the protection Consortium for local wine, although the Social Winery has tried to establish one. At the same time, the Protection Consortium for the local olives and olive oil (*Consorzio per la Tutela dell'Olio Extra Vergine di Oliva DOP Riviera Ligure*) focus on the regional production and has little interest in promoting the territory of *Cinque Terre* specifically. In this context, the local quality production is promoted not sufficiently, while the smallholder farmers have little information and assistance in terms of new vine training technologies and agricultural practices.

3.4.4. Tourism

Question: *How is tourism developed in relation to the agricultural landscape? Who is involved in this process?*

Due to its physical isolation and complex morphology of the terrain, the tourism has arrived relatively late in Cinque Terre. The construction of Railway connecting Cinque Terre with the large cities - La Spezia and Genova, abandonment of agricultural activities, as well as the successive inscription of the property in the UNESCO World Heritage List have contributed to the rapid development of the touristic sector. The housing units of depopulated villages have further favored the flux of visitors (3.5 million tourists per year).

Today, tourism represents the central pillar of the local economy. Nevertheless, along with economic growth, tourism has brought some significant challenges to cope with. The territory attracts the excessive tourist load, which increases the hydrological and ecological risk of the fragile landscape. While the morphological structure of the area is not adapted to massive tourism. Although the last data has shown the small decrease of tourist arrivals as compared to the previous years, the phenomenon of seasonality is still present throughout the territory (fig. 46).

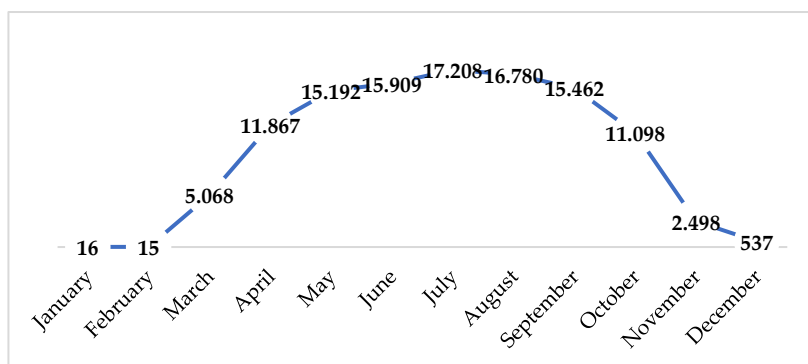


Figure 46. The distribution by months of the number of tourists hosted in Riomaggiore. Author's elaboration based on the data of the municipality of Riomaggiore (2018).

In addition, there is a disproportional distribution of the tourist presence in the area. Thus, the number of tourists per capita is very high only for the coastal municipalities of *Monterosso* and *Riomaggiore*, while it remains significantly low for the other municipalities, and extremely low in the inland villages. This can be observed from the high concentration of hotel and b&b services in the coastal area, and a deficient presence in the inland zone (fig. 47).

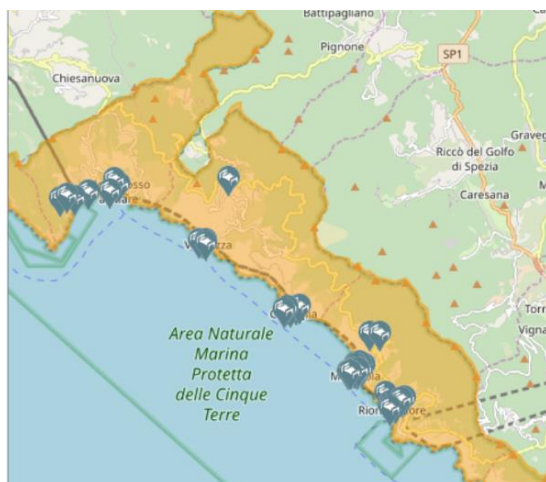


Figure 47. The distribution of hospitality services in the territory of Cinque Terre
Source: The National Park of Cinque Terre

The vineyards are visited through the hiking trails by specific categories of tourists (sportive, active, experiential tourists). While the major part of tourists limits their experience with short visits to the seaside villages. The development of cruise tourism supports this phenomenon. Particularly in the villages with limited public spaces (*Manarola* and *Corniglia*), the management of touristic fluxes challenges the question of public security. Therefore, the reorganization of the public spaces and the introduction of taxes for one-day (*tassa di sbarco*) currently engender many debates⁶⁷⁸.

What is particularly relevant for this research is that the increase of the tourism sector displaces agriculture from the scene of the local labor market. Thus, agriculture has become an alternative work, rather than principal income resource as several decades ago. According to the data of the Chamber of Commerce of La Spezia (*CCIAA La Spezia*), the local enterprises involved in tourism-related activities (accommodation, catering, rental and travel agencies) has grown from 290 (in 2010) to 312 (in 2015), while those involved in agriculture, forestry and fishing have seen a decrease from 64 (in 2010) to 62 (in 2015). This

⁶⁷⁸ See local newspapers: <https://www.gazzettadellaspezia.it/cronaca/item/71308-turismo-di-massa-alle-cinque-terre-interviene-stl>; and http://www.parconazionale5terre.it/nov_parcoinforma_dettaglio.php?id=51756; https://genova.repubblica.it/cronaca/2019/03/05/news/il_ministro_centinaio_no_alla_tassa_di_sbarco_alle_cinque_terre_-220802989/?refresh_ce.

tendency goes along with a progressive reduction of cultivated areas and development of the tourist infrastructure.

Currently, the local actors involved in the development of local tourism concerning eno-gastronomy are numerous. Besides the single receptive microstructures (shops, restaurants, hotels, agritourism), there is a strong presence of local associations, which can be divided into two groups.

First are Touristic Consortiums who unite the tourist microstructures into one network in order to promote the image of the Cinque Terre and guarantee the quality of the local touristic offers. This group also includes the Local Touristic System, which has different functions:

1. *Tourism Consortium 'In Manarola.'* It is the network of hotels and other accommodation facilities, operating in the villages of Manarola, Groppo, and Volastra. Together, these receptive structures constitute a sort of '*invisible hotel*' because the renovated rooms and apartments are dispersed all around the historic villages⁶⁷⁹.
2. *The Cinque Terre Touristic Consortium (Il Consorzio Turistico Cinque Terre)* was established in 1996 to assist and support the local economic actors involved in tourism of Cinque Terre. The Association promotes the trademark '*Cinque Terre*,' which has been registered as a guarantee of the typicality of the tourist product offered. This way, it aims to protect and improve the image of the territory and the quality of hospitality services.
3. *Consorzio Occhio blu* was founded in 1999 by a group of local operators in order to promote and develop tourism in Levanto. In almost 20 years of activity, the Consortium was engaged in the organization of promotion and communication activities. This organization is considered as an example of successful collaboration between public and private actors. The Municipality of Levanto has also become a member of the Consortium.

The goals of the Tourism Consortium is shared by STL (Local Touristic System) Cinque Terre. It is one of five other STL operating in the territory of Liguria established after the Regional Law on the Organization of Regional Tourism (L.R. n. 28/2006). STL Cinque Terre is a mixed public-private subject with the primary task: managing touristic 'product.' This organization was created under

⁶⁷⁹ More information about the Touristic Consortium is available at: <https://www.facebook.com/inmanarola/>

the direction of the National Park, and now incorporates the municipalities of the Cinque Terre, *Confcommercio*, *Confederazione nazionale dell'Artigianato e della piccola e media impresa* (Can), *Confesercenti*, *Confartigianato*, *Consorzio Turistico Monterosso*, *Navigazione Golfo dei Poeti* and the *Coop Agricola 5 Terre*. Its activities include the promotion and commercialization of the tourist offer, the verification of the content of tourist services, as well as the preparation of integrated tourist packages sold directly in the market (e.g., *SciaccheTrail*).

The second group includes the local associations involved in providing transportation services and management of tourist infrastructure, including the Municipal authorities:

1. *Consortium L'ATI 5 Terre (Ambiente, Turismo ed Impresa)*. Established in 2012, the Consortium operates as a single multi-service entity, which offers support to the National Park: tourist reception, info point, public transportation, catering, cleaning and maintenance services, as well as guided tours (e.g., 'Cinque Terre Walking Park')
2. *Maritime Consortium of 5 Terre 'Golfo dei Poeti.'* It is the Consortium of boatmen managing maritime mobility, connecting the Cinque Terre with the Riviera di Levante.
3. *Municipal authorities*. The role of the Municipalities of the Cinque Terre is not limited to administrative procedures related to approval/disapproval of the local initiatives. It also includes extraordinary and ordinary maintenance of the tourist infrastructure in the public domain, such as hydraulic systems, buildings, roads, hiking trails.

The trail network, consisting of 44 paths (128 km), is the main tourist and public infrastructure, which provides the connection between the villages of Cinque Terre. Besides the local municipal administration and the National Parks, this trail system is maintained and restored by the non-for profit organizations such as the association Mangia trekking⁶⁸⁰ and CAI La Spezia⁶⁸¹.

⁶⁸⁰ Mangia Trekking is the Sportive Association located in Mangia, dealing with environmental protection and restoration of the trail network.

⁶⁸¹ CAI (Club Alpino Italiano) promotes the historic and cultural heritage of the mountains through the initiatives addressing both to the schools and, to tourists. In addition, it contributes to the restoration and maintenance of the hiking trails. The convention between CAI and the National Park of Cinque Terre.

The associations listed above are necessary for bundling resources and enhancing the local co-operation in specific areas (e.g., accommodation, transportation, information). However, they still work in an autonomous manner and contribute to the linkage between agriculture and tourism only indirectly. In this context, the National Park plays the leading role in setting up and coordinating the joint strategic plan for sustainable tourism⁶⁸². The main instrument of the National Park in management of the local touristic activities is the so-called 'cluster of sustainable tourism.' The cluster represents a governance system based on the integration of agricultural and tourism sectors, as well as the creation of the environmental certification label (*Marchio di Qualità Ambientale*) for the receptive microstructures located within the territory of the National Park. The integration of touristic and agricultural sectors is implemented through the support of the local producers in the promotion of the local agricultural products. During the last few years, the National Park has developed several projects aimed at the promotion of the local market of typical products:

1. 'La prima colazione nelle Cinque Terre' (The first breakfast in the Cinque Terre). The project was launched in 2015, has an aim to explain the characteristics and the provenance of the products, promoting the local producer and describing the history, traditions, and efforts behind the product offered. As a requirement, such breakfast must include at least two local products.
2. 'Menu' del Parco' (Menu of the Park). The aim of the project is to give new impetus to quality agricultural production by supporting the traditional cultivation of the vine, the olive tree, and the other local plant varieties. The objective is to create a local network for a niche economy in order to enhance social and cultural values of the territory. To this end, the Park Authority promotes one day a week the 'Park Menu' prepared with traditional and seasonal recipes and with the local ingredients. Similarly to the first project, it promotes the names of the local producers.

The Office of Biodiversity (*Ufficio biodiversità*) of the National Park was assigned responsibility for the realization of both projects. They involve not only the local

⁶⁸² According to the definition of UNWTO (The World Tourism Organization) sustainable tourism is 'tourism that takes full account of its current and future economic, social and environmental impacts, addressing the needs of visitors, the industry, the environment and host communities'. Rf: <http://sdt.unwto.org/content/about-us-5>

producers but also the local restaurants. The projects are financed within the overall cost for the implementation of *Marchio di Qualità Ambientale (MQA)*. It is a 'distinctive mark' assigned by the Park Authorities to the local tourism businesses, which comply with the principles defined by the EUROPARC Federation in the European Charter for Sustainable Tourism (further CETS). It is a voluntary system aimed at managing the environmental impacts of the local receptive microstructures (accommodation and catering).

Therefore the basic requirements set in the Disciplinary of CETS are saving of water and energy; differentiation and consequent reduction of waste; information and raising awareness of the tourist about environmental issues and activities promoted in the territory; use and promotion of local and typical products.⁶⁸³ Thus, besides the environmental concern, the MQA is also an instrument helping to create the local network uniting producers with the receptive microstructures. This way, it favors the promotion of the agricultural landscape of Cinque Terre. Indeed, currently, the Park is starting phase II of MQA, which explicitly encourages the flexible partnership among the local economic actors which are situated and operate in the territory of the Park⁶⁸⁴.

In addition to the coordination activities, the Park also proposes tourist services. Since 2011, the National Park proposing two typologies of the multiservice cards: Cinque Terre Trekking Card (former Cinque Terre Card) and Cinque Terre Card Treno MS, offered jointly with Trenitalia S.p.A. This additional service not only to promotes the use of environmentally friendly transportation but also allows control of the touristic flux in the fragile territory. Since 2014, the multiservice cards include additional services such as wi-wi service, participation in the rich calendar of excursions with tourist guides, discovering the trail network, and the visits to the local wineries; participation in the laboratories of the Park's Environmental Education Center.

3.4.5. Tangible dimension

Question: *Which are the conservation actions undertaken in order to preserve and rehabilitate the tangible (physical) dimension of the agricultural landscape?*

⁶⁸³ Requirements for Accommodation Facilities according to CETS are available at: <http://db.parks.it/pdf/sitiufficiali/PN5TRdocumento-326-1.pdf>

⁶⁸⁴ The information on the second phase of the certification is available at: www.parconazionale5terre.it/pagina.php?id=336

The main elements constituting the tangible dimension of the agricultural landscape of Cinque Terre are the terraces composed of dry-stone walls and *cia'n*⁶⁸⁵, typical agricultural huts called *casotti*, the hydrological system, the architectonic ensembles and other elements of the rural architecture. The major part of the territory is in the private property. Therefore, the farmers are considered to be the main custodians of the landscape that can directly intervene by conservation and modification of the agricultural landscape.

Another major stakeholder in the conservation of the tangible dimension of the agricultural landscape is the National Park of Cinque Terre. Its role mainly concerns the research and financial contributions for the rehabilitation of the terraces, rural architecture, and agrobiodiversity. Jointly with the Region, the Park provides the financial support for the restoration of abandoned terraces, as well as materials necessary for the reconstruction of dry-stone walls. Thus, in the period between 2013 and 2015, the Region has invested around 300.000 euro and provided the local farmers with more than 6000 tons of stones for the restoration of dry-stone walls.⁶⁸⁶

The significant action towards the recovery of agricultural terraces aims to reduce the effect of natural disasters and mitigate the geomorphological risk. All physical interventions to the agricultural landscape are coordinated by the technical office and carried out by specialized companies identified through public procedures. Still, to finance interventions that will successfully mitigate the geo-hydrological risk and safeguard this distinctive agricultural landscape, there is a necessity in more significant economic resources. Also, it manages the ordinary maintenance of about 150 km of hiking network passing through the private property. All interventions to the terraces are made in collaboration with the local farmers, including the contractual agreements between the Park and the landowners for the services regarding the rehabilitation of the hiking trails.

The Park collaborates with the external entities in the restoration of the tangible elements of the agricultural landscapes. The project for the rehabilitation of *Podere Case Lovara*, a clifftop farm in the territory of the Park, which was conducted jointly by FAI (*Italian Environment Fund*) and the National Park in 2016.⁶⁸⁷ Currently, the Park jointly with the Department of Architecture of the

⁶⁸⁵ In the local dialect 'cia'n' means 'wilds'

⁶⁸⁶ Parco Nazionale delle Cinque Terre. 'Interventi in agricoltura'. Rf: <http://www.parconazionale5terre.it/pagina.php?id=67> [last accessed 29 Sep 2017]

⁶⁸⁷ Case Lovara is one of the most characteristic the rural architecture of Cinque Terre. Situated in the clifftop Punta Mesco between Levanto e Monterosso, in 2009 the

University of IUAV is conducting a new project which aims at the identification and restoration of the rural building. The establishment of the Park itself and associated new regulations have saved much *rural architecture* present in the terraces of Cinque Terre from various building projects.

Overall, the role of the Park in this context mainly refers to the financial contributions, management of the projects, and scientific support. While the farmers and the local associations implement the act of conservation. Such 'private' initiatives have grown considerably after the disastrous events and continue to develop given the increasing sensibility to the natural risk factors and abandonment of the territory:

- *L'Associazione Per Tramonti ONLUS*. It is a voluntary association, which aims to protect the natural and landscape heritage of Tramonti – an area within the territory of Cinque Terre (between Riomaggiore and Porto Venere). In 2014, the Association had launched the project T.R.A. Monti (Terre Restituite all'Agricoltura), aimed to rehabilitate the agriculture in the abandoned land. Thus, some landowners who could no longer deal with their terraces gave them to the Association for free loan. In 2018, they celebrated the third harvest obtained from the recuperated terraces⁶⁸⁸.
- *La Fondazione Manarola*. It has the same aim as the Tramonti Association, but different territorial scope. The Foundation was born in 2015, a few years after the disastrous flood in Cinque Terre. The public participation and donations received from over 50% of the families of Manarola have allowed to set up the necessary capital for the rehabilitation of the collapsed dry-stone walls and re-cultivation of the abandoned fields. This small local foundation was able to recuperate the antic vine amphitheater over the village of Manarola and now is aimed to attract the international funds to continue their work (Appendix F.10). In September 2018, the foundation presented its project funded under the LIFE sub-program for Climate Change - 'Climate Change Adaptation' of the European Commission. The proposal of the foundation for the European grant includes the enlargement of the recuperation works to the agricultural terraces in Collora, Costa di Campo, and Beccara. As was noted in the media

property was donated to FAI by Immobiliare Fiascherino. Currently is under restauration works and going to be open for the public.

⁶⁸⁸ L'Associazione Per Tramonti: <http://pertramonti.it/>

report,⁶⁸⁹ in such large projects, the foundation would need collaboration with the National Park for the planning and implementation of the financial part of the project.

- *Associazione Uniti per Corniglia*. It is an association operating in the territory of Corniglia (one of five villages). Similarly to two previous, it is not for profit organization, whose primary purpose is the social, cultural, and environmental promotion of the territory of Corniglia. It deals with the organization of events and events, restoration of excursion trails, and enhancement of the territory.
- *Save Vernazza*. It is a non-profit organization 'founded by three American women to help rebuild, restore, and preserve Vernazza's town, territory and culture for future generations.' The projects of the organization are based on fundraising activities – one of the main projects developed by the 'Save Vernazza' called 'Voluntourism.' The objectives of the project are to connect the tourists to the local farmers, to restore vineyards, stone walls, and to collect grapes in Vernazza. Through the project, in the period 2013-2017, the association has built five dry-stone walls, restored land above the train station and trails.

Although segmented to the territorial units, these civil associations have contributed to the rehabilitation and maintenance of the physical dimension of the agricultural landscapes. The mobilization of public (region, residents) resources is directed mainly to the reconstruction of the dry-stone terraces. The element is crucial for the resistance of the territory to the future hydrological risks. In this context, however, there is less attention given to the rehabilitation of abandoned rural architecture. Thus, an integral element of the agricultural landscape *casotti*, which narrates the way farmers used to work and live, is currently in a dilapidated state or rebuild without consideration of its original elements (Appendix F.11).

However, there are few exemplary cases where the rehabilitation of the rural architecture was accompanied by the enhancement of territorial history and agricultural practices. Thus, a joint action of the National Park and municipal administration has allowed the rehabilitation of abandoned oil mills (it., *frantoio*) in Groppo within the municipal territory of Riomaggiore. The ancient oil mill,

⁶⁸⁹ 'Anfiteatro delle vigne la Fondazione punta ai contributi europei'. Secolo XIX, 30.07.2018. Rf: https://scontent.fqpa1-1.fna.fbcdn.net/v/t1.0-9/42816344_1186399178165421_3150133794632105984_n.png?nc_cat=103&oh=7073932e9c126706e46ad5f0d5b91fa&oe=5C220184 [last access 13 July 2019]

which has been closed for many years, has now regained its productive function and gained the new cultural one. After a long authorization process of the *Soprintendenza* and the regional authorities, the oil mill now hosts a rural museum, which tells the local history and tradition related in relation to agricultural practices. The symbol of local identity, now it can contribute to the enhancement of the local economy through its production.

3.4.6. Intangible dimension

Question: *How and by whom the intangible dimension of the agricultural landscape is preserved?*

The main elements constituting the intangible dimension of the agricultural landscapes of Cinque Terre are traditional knowledge and practices of the construction of dry-stone walls, water, and soil management; associated customs and traditions (harvest rituals, feasts, ceremonies, believes; typical gastronomy. The latter refers above all to the Cinque Terre DOC wines, the olive oil *Riviera Ligure* DOP, salted anchovy of Monterosso, and the lemons of *Eugenio Montale*. In particular, this agricultural landscape is famous for its production of precious *Sciacetrà*. For its production, the farmers still use the manual harvest.

Since 1973, the wine enjoyed the label of quality (DOC) and exported worldwide. Included in degustation tours, food and wine events, such as the festival *Re Sciacetrà*, specifically dedicated to this local product, the local wine has become one of the main elements of the local tourist offer. Some traditional attributes of the local agricultural practice, such as clothing and headbands to carry baskets of grapes, are still maintained during the traditional feast.⁶⁹⁰ In addition to the wine-related fests, there are a number of other local events enhancing the value of local products such as the Lemon Festival in *Monterosso*, Anchovy Festival. These and other local events are organized periodically by the local municipal authorities in collaboration with the protection consortiums, farmers, and tourist agencies. Although such activities contribute to the enhancement of local production and gastronomy, they mostly conceived as the local touristic offer. However, there are initiatives directly related to the preservation of traditional

⁶⁹⁰ A type of traditional cloth hood for men is called '*pagittu*' and a type of cloth bun for women '*varcu*'.

knowledge and practices. The Park has drafted the '*Manual for the construction of dry stone walls*' that was then diffused through a series of forums.⁶⁹¹

Since 2014, *Fondazione Manarola* conducts the training for the maintenance and reconstruction of the agricultural terraces. Initially, the activities were funded by the EU funds and organized by regional and provincial entities to help the integration of migrants and populations in the disadvantaged condition into the social and labor life of the Province. Therefore, it mainly concerned the disadvantaged groups such as long-term unemployed and refugees.

Further, with the same objective, the Park jointly with the provincial and the regional entities (*Fondazione Carispezia, Caritas Diocesana La Spezia, Sarzana, Brugnato, Confagricoltura e CIA - Confederazione Italiana Agricoltori*) has established the Labor Bank (*la Banca del Lavoro*) financed by the contributions of the local bank foundation and revenues deriving from the sale of the *multi-service cards* of the Park.⁶⁹² This initiative was possible thanks to a memorandum of understanding between the Ministry of Justice and the Ministry of the Environment. Since the beginning, around 20 students have completed the course. Currently, one of them works for the Foundation, while the rest for local farms⁶⁹³.

The Park has recently organized a similar initiative that is directed only to the local population, intending to engage the young people of the area in the preservation of their territory and transfer the local knowledge *in situ*. At the moment, it is difficult to evaluate the impact of such initiatives because they can give a substantial result only from a long-term perspective. However, there is only a need for additional resources able to mobilize more people.

3.4.7. Environmental dimension and risk management

Questions: *How and by whom the environmental (or natural) dimension of the agricultural landscape is protected? Which are the risk assessment and management tools applied (and by whom)?*

⁶⁹¹ Parco Nazionale delle Cinque Terre (2004). '*Manuale per la costruzione dei muri a secco, Linee guida per la manutenzione dei terrazzamenti delle Cinque Terre*'. Pianificazione e recupero delle opere di sistemazione del territorio costiero delle Cinque Terre.

⁶⁹² *Protocollo di Intesa*. Rf: <http://db.parks.it/news/allegati/PN5TRnov37935-all1.pdf>

⁶⁹³ The Foundation Manarola: www.fondazionemanarola.org/

The terraced agricultural landscapes of Cinque Terre enter the territory of the National Park. Therefore, the Park is assigned responsibility for the conservation of animal and plant species, forests, biological communities, biotopes, ecological balances, which altogether constitute the environmental dimension of the agricultural landscape.⁶⁹⁴

In compliance with this institutional function, the Park applies the principles of the environmental sustainability⁶⁹⁵, reflected through several actions including implementation and promotion of the Environmental Management System (*Sistema di Gestione Ambientale*) in compliance with the requirements of the International Standards;⁶⁹⁶ participation in the scientific projects and interventions for the risk prevention and monitoring;⁶⁹⁷ promotion of policy of the 'responsible tourism';⁶⁹⁸ promotion of sustainable mobility;⁶⁹⁹ environmental communication and raising awareness of the public;⁷⁰⁰ environmental education

⁶⁹⁴ Art. 1. Legge quadro sulle aree protette n.394/1991.

⁶⁹⁵ Parco Nazionale delle Cinque Terre (2017). Deliberazione di Giunta Esecutiva, n. 53 'Approvazione bozza Politica Ambientale'. Rf: www.parconazionale5terre.it/pdf/Delib.53_2017_Politica.Ambientale.pdf

⁶⁹⁶ In 2014, the National Park has adapted the International Environmental Management System compliant with the UNI EN ISO 14001 certification, which delineates the requirements for an organization to enhance its environmental performance. The main goal is to manage and monitor the environmental impacts related to the Park services, as well as the activities of other entities operating in the territory of the National Park.

⁶⁹⁷ The current projects of the National Park in this field are 'Anthropic impact of tourist pressure in protected areas: territorial and biodiversity interferences', 'Impact of ungulates on the biodiversity of Italian parks'.

⁶⁹⁸ In 2015, Europarc has included the Cinque Terre National Park in the network of the Parks that have obtained the European Charter for Sustainable Tourism in Protected Areas or CETS (Carta Europea del Turismo sostenibile). The main outcome of the Charter is the adoption of the tools for the sustainable management of tourist flux in the Territory of Cinque Terre. This topic was previously discussed in the sections.

⁶⁹⁹ The Park promotes the sustainable mobility within the territory through the incentive of local public transportation, which was included in the project 'Quality of life'. The Association ATI Cinque Terre took over the management of the public transportation with low environmental impact.

⁷⁰⁰ Raising awareness of the tourists and the local community on the topic of environmental issues is the third strategic area of the National Park. That is why the Park actively promotes the network of paths (Rete sentieristico) and guided tours

and training;⁷⁰¹ protection and monitoring of the biodiversity and species. The latter is conducted within the framework of Natura 2000, which aims at protection and enhancement of the biodiversity by defining a network of *Sites of Communitarian Interest* (SIC) and *Special Areas of Conservation* (SACs). Within the National Park, there are one marine and three terrestrial sites of communitarian interest: 1) *Punta Mesco*; 2) *Costa Riomaggiore – Monterosso*; 3) *Portovenere – Riomaggiore – S.Benedetto*.

The agricultural terraces and associated agrobiodiversity are embedded within all three protected areas. In line with the protection of the wildlife, the Park limits the expansion of the arboreal cover, which frequently causes the loss of production areas and the agrobiodiversity. Particular attention is paid to the control of fauna damaging the crops, as well as the land maintenance, aimed at limiting the expansion of the tree cover, a frequent cause of the loss of dry-stone walls with consequent repercussions on the hydrogeological instability and the state of the hiking trails. European funds and the State support these activities.

Over the last five years, the actions for biodiversity conservation are coordinated by scientific and research institutions. In 2013, the Park signed an agreement with the University La Sapienza for the technical and scientific coordination in three projects on: '*Monitoring of species of the wet aquatic environment*, '*impact of ungulates on biodiversity*,' '*anthropic impact on tourism pressure on biodiversity*.' The result of this joint action was the classification of flora and fauna of the park territory, as well as identification of the risk associated with the anthropic pressure. In 2014, these projects continued with the technical and scientific coordination of the University La Sapienza, the University of Genoa, and the University of Pisa.⁷⁰²

Besides the Park, the environmental stability of the territory depends on the municipal administration maintaining the urban infrastructure, including purification of wastewater and waste collection system. There are a number of non-profit organizations such as *Legambiente Liguria*⁷⁰³, World Wide Fund for

with integrated knowledge on the environmental and socio-economic values of the agricultural land.

⁷⁰¹ Within the framework of the Environmental Educational Center (Centro di Educazione Ambientale), the park organizes didactic activities which are adapted for the pupils of the local schools.

⁷⁰² Parco Nazionale delle Cinque Terre (2016). '*Interventi per la salvaguardia della biodiversità, Piano delle Performance 2017 – 2019*', p. 38.

⁷⁰³ Legambiente is the Italian environmental association for defense of the environment, the health of citizens and in the preservation of the natural, historical,

Nature (WWF) Italy, and previously discussed FAI, CAI, and *Mangia Trekking*, which significantly contribute to the maintenance of the slopes trails.

However, the Park is the main entity in charge of the assessment and management of the risk factors present in the territory. Currently, the main risks affecting the agricultural landscape of Cinque Terre are forest fires, tourist pressure, and hydro-geological instability. After the disastrous flood in October 2011 and the landslides in the following years, which affected the *Via dell'Amore* and the trail path between *Manarola* and *Corniglia*, the risk management (assessment, prevention, mitigations) became the priority task of the Park. The activities directed to the assessment and management of the hydrogeological risks are delegated to the specialized body of the National Park - the *Center for Geological Risks Studies* (CSRG). The Center was established as a result of numerous critical issues related to hydrogeological instability of the territory. Currently, it is composed of both freelance geologists (and university professors, who have been carrying out research and study activities within the Park territory for years. Overall, the risk management actions of the CSRG are divided into three operational lines: research on the territory (e.g., geological and geomorphological maps, inventory of landslides), geo-environmental monitoring, and identification of intervention criteria for the mitigation of hydro-geomorphological risk; education, training, and information⁷⁰⁴.

Recently, the site managers have submitted the management plan for the UNESCO site, which includes the Disaster Risk Management Plan for the whole area recognized as the UNESCO site. It bases on the World Heritage Resource Manual 'Managing Disaster Risks for World Heritage,' ⁷⁰⁵ and the implementation of the recommendations of the joint advisory mission to the UNESCO site followed after the disastrous flood in 2011⁷⁰⁶. The management plan recognizes that the *'value of the site cannot exist without intense human activity that ensures the stability of the drystone walls, proper water management, and the recovery of crops'*. Therefore it indicates the management of the vineyards as the main instrument in disaster risk prevention.

artistic and cultural heritage. The main activities of the Legambiente Liguria in the territory of the National Park are focused on the marine and coastal system.

⁷⁰⁴ The Center for Geological Risks Studies: www.parconazionale5terre.it/pagina.php?id=53

⁷⁰⁵ UNESCO (January, 2010). 'Managing Disaster Risks for World Heritage', World Heritage Resource Manual.

⁷⁰⁶ UNESCO (June, 2013), *op. cit.*

The management of the forest fire risk is based on the plan of prevention and suppression of fire designed for three years period. The current plan (for the period 2015-2019) focuses on the information and awareness-raising campaigns as the primary tool for fire prevention. Such campaigns are directed to the local population, tourists, and economic operators, including farms and agricultural firms. In the prevention of forest fires, the National Park collaborates with the Territorial Coordination for the Environment of the State Forestry (it., *Corpo Forestale dello Stato*, CFS).⁷⁰⁷ In addition to the internal instruments, the monitoring of the risk factors affecting the territory is coordinated within the European project 'Transnational Risk Management Program' (*MAREGOT: Management des Risques de l'Erosion cotière et actions de Gouvernance*). The project is aimed at the prevention and joint management of risks deriving from erosion in the coastal areas (France and Italy). In Cinque Terre, the project is promoted by the Region of Liguria and the National Park for three years.⁷⁰⁸ Thus, it is still early to evaluate the result of the project.

Another significant risk factor for the agricultural terraces derives from the salvage animal species, such as boars. The protection of the boars in the territory is included in the function of the Park. However, the Park Law endows the Park with the duty of control and regulation of the number of species. Indeed the Regulation of the Park defines two types of controls: 1) *direct control* including selective hunting in the areas with high risk to the biodiversity, historic monuments, agricultural productivity, and human health; 2) *indirect control* including the construction of the electric fences to prevent and diminish the risk deriving from ungulates.⁷⁰⁹

3.4.8. Valorization

Question: *How and by whom the cultural dimension of the agricultural landscape is enhanced?*

The major part of the tourists coming to the Cinque Terre limits their visit to the promenades in the five coastal villages, without experiencing the agricultural

⁷⁰⁷ Parco Nazionale delle Cinque Terre (2014). 'Piano di Previsione, Prevenzione e Lotta Attiva agli incendi boschivi (2015-2019)'.

⁷⁰⁸ The Project MAREGOT: www.interreg-maritime.eu/web/maregot

⁷⁰⁹ Parco Nazionale delle Cinque Terre. Regolamento riguardante l'abbattimento in controllo del cinghiale n.66/2012.

terraces.⁷¹⁰ Therefore, the creation of a link between Cinque Terre as a tourist destination and Cinque Terre as a traditional agricultural landscape seems to be the main objective in valorization (or enhancement) activities. Indeed the Park authorities recognize that raising awareness on the socio-cultural heritage of the territory and sensitizing the public on its fragility is the core of the management process. In its 'Performance Plan for 2017-2019', the entity outlines the necessity of the activities directed to the enhancement of the local culture and rediscovery of the identity-building process of the local population. The Plan interprets such initiatives as an opportunity to rediscover and give the new value to the traditional activities related to agriculture and fishing, which may encourage diversification of the local economy.

The implementations of these objectives are delegated to the Center of Environmental Education (*Centro di Educazione Ambientale*), known as CEA. The center, which functions within the Office of the National Park, offers the *environmental education modules* aims to raise awareness of the Park residents and visitors about the environmental issues related to terrestrial and marine, agriculture, and traditional fishing activities. Although these training courses are open to the public, the Center works mainly with pupils of the local schools. The education modules for the primary and secondary schools in 2017-2018 includes many activities dedicated to the agricultural landscape of Cinque Terre.⁷¹¹

The National Park also coordinates the management of the hiking trails focusing on the socio-cultural heritage of the territory. While the local tourist guides (e.g., *Trekking Taro e Ceno*, *Turismo in Lunigiana*, *In Cinque Terre*) promote the sustainable use of the territory and transmits the values of the local identity through their thematic guided tours passing through the agricultural terraces. Another initiative in the territory is the network of *Parchi Letterari* (Literary Parks) promoted by the Society Dante Alighieri, which aims to link the landscape to the literary inspirations, in order to encourage a tourist offer favoring the knowledge about Italian traditions and places. Since 2015, the initiative is supported by the National Park in collaboration with the municipal authority of Monterosso is the '*Parco Letterario Eugenio Montale e delle Cinque Terre*.' In the

⁷¹⁰ The observation of the author during the visit to the Park in August, in the midst of the tourist season.

⁷¹¹ The titles of the thematic courses and visits organized by CEA in 2017-2018: 'Paesaggio terrazzato e biodiversità', 'Specialità delle terrazze: scelte responsabili per la salute e l'ambiente' 'Nascita di un paesaggio' 'Evoluzione di un paesaggio', Educative Module is available at: www.parconazionale5terre.it/pdf/Introduzione.Edu.2017-18.pdf

territory of Cinque Terre, the activities aim specifically to valorize the cultural and natural dimensions of the terraced agricultural landscape. Since 2016, the society organizes the specific guided tours (*percorsi naturalistici letterari*) to the vineyards of Cinque Terre, where they narrate the history of the terraces through the literature. Besides, the valorization of the agricultural landscape of Cinque Terre is also supported by the local producers and protection consortiums through the trademarks (DOP, DOC). At least in their web sites, most of the private producers and the Social Winery accentuate the link between the agricultural landscape and the quality mark attributed to their product.

3.5. From management to the local governance systems: Actors, interests, functions, and interactions

3.5.1. Soave: on the crossroad of economic and landscape interests

Planning and control. Although the agricultural landscape of Soave has been recently recognized at the state and the international levels, it still lacks the recognition at the administrative scale, in a sense that two separate municipal plans manage landscape with little connection among them. It results in an overlap of different administrative units and legal frameworks in the form of territorial planning and protection approaches. The new regional landscape plan divides the territory of the vine hills in two different landscape units, involving different administrations that can create the stratification of the planning system for the agricultural landscape, and therefore expose its protection to the various risks. Also, there are the management plans of the GIAHS and HRL site, whose implementation falls under the responsibility of the Consortium, as well as the regional rural development plan that directly influences the protection of the vine hills.

Thus, the protection and management of the vine hills of Soave depends on different levels of the planning systems from regional to local: On the one hand the matter of the legislative responsibility of the public authorities (landscape and rural development plans) and on the other hand the operational role in the management of the GIAHS site implemented by the local actors under the control of the international NGO. The figure below summarizes the planning and control systems directly influencing the protection of the vine hills.

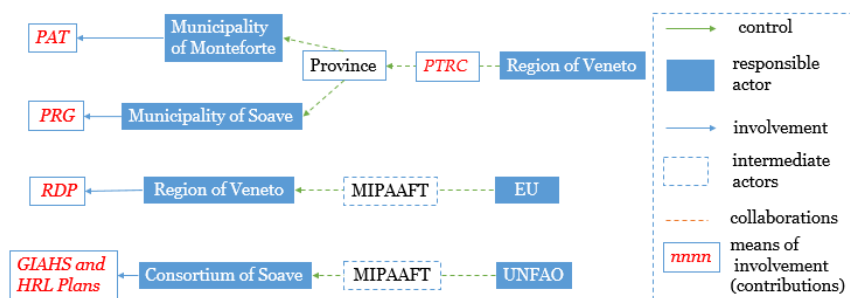


Figure 48. Soave. Planning and control. PRG and PAT- municipal urban plans; HRL – historic rural landscape; PRTC – regional landscape plan of Veneto.

Agriculture and production. The main drivers of the local agriculture are smallholder farmers, private producers, and social wineries. The latter has particular role in the protection of local agriculture. They guarantee the profitability of the agricultural activity for the local farmers. The smallholder farmers are linked to the social wineries through the contractual obligations of the member (*socio*).

The profitability of the local agricultural production is also sustained by the promotional activities of the Consortium of Soave, which is composed of all members involved in the production of the Soave wine, including smallholder farmers, private producers, and social wineries. The promotion activities of the Consortium are partly supported by the regional entities and the funds provided within the rural development plan. The rural development plan funded also through the EU and the regional resources contributes to the protection of the local agriculture and production through the material contributions in the infrastructure and knowledge. The protection of the quality marks (*DOC*, *DOCG*) by the Consortium is under control of the regional entity (*Siquiria*) and then by the Ministry of agriculture (*Mippaft*). Besides the protection and promotion of the local production, the Consortium provides information and assistance to the local producers and farmers regarding adjusting the local production to the environmental norms. Though, for the smallholder farmers, these types of interactions often pass through the social winery and not directly.

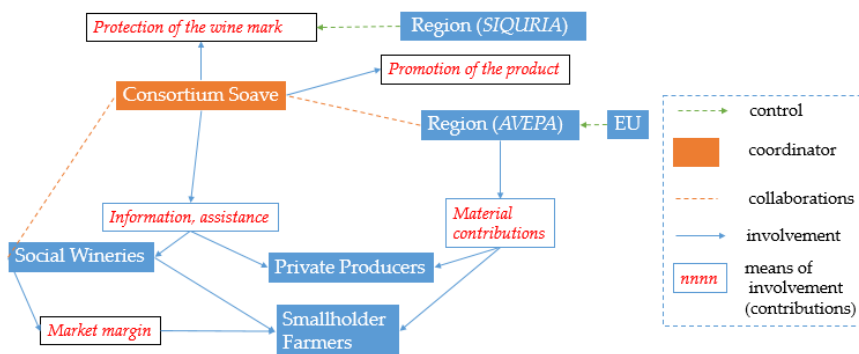


Figure 49. Soave. Agriculture and Production.

Tourism. The development of local tourism both in relation to the local agriculture is driven by the local and provincial associations, which creates the tourist offer in the form of guided tours and events. While the tourist infrastructure is supported by the hotels and agritourism services managed by the local farmers, although the number of such services is still relatively low. The municipal administrations control the activities of the local entities involved in the tourism sector and collaborate with them in the organization of the local events and festivals. The Consortium of Soave, jointly the municipal administrations, are also actively involved in the promotion of the territory as a tourist destination with the emphasis on the local production.

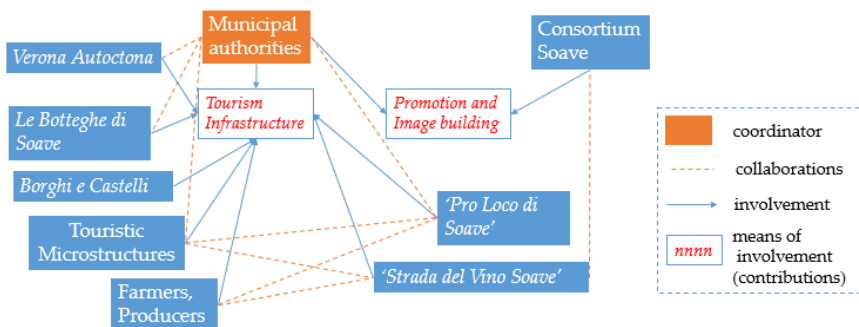


Figure 50. Soave. Tourism

Tangible Dimension. The maintenance and preservation of the tangible dimension of the agricultural landscape rely on the local farmers. While the rehabilitation of abandoned agricultural vineyards and the elements of the rural architecture

is supported by local association *Amici delle Antiche Torri*, which in turn is composed of the local farmers and supported by the municipal administration of Soave. In addition, there is a substantial contribution to the rural development funds in terms of material support for the conservation of dry stone walls.

The scientific support, recommendations, and awareness-raising activities for the preservation of the physical elements of the landscape are promoted by the Consortium of Soave in collaboration with the Universities and the Social wineries. However, there is no entity implementing the role of coordinating the body, like in the case of tourism or agriculture. The rehabilitation, preservation, and daily maintenance of the tangible dimension of the agricultural landscape is implemented mainly by farmers, local administrations, and the association *Amici delle Antiche Torri*. While the rest of the actors contribute indirectly through the material and scientific support.

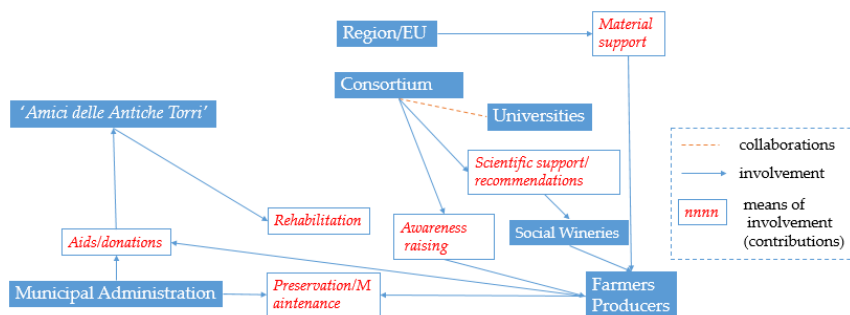


Figure 51. Soave. Tangible Dimension

Intangible Dimension. The intangible dimension of the Soave agricultural landscape in terms of the local production and traditions is enhanced through the events and festivals organized by the local associations in collaboration with the local administration. While the intangible heritage in terms of traditional practices still has a weak protection and enhancement framework. Besides the daily practices of the farmers, the agricultural practices are enhanced during the activities of the Association *Amici delle Antiche Torri*. However, the demonstration of the traditional practices and knowledge during such activities is not systematic, as they do not have the scope of preservation the traditional knowledge, but tangible elements of the landscape. The same applies to the local agriculture-related festivals or the protection of the local quality marks. No entity coordinates the preservation of the intangible dimension of the agricultural landscapes. The actors involved in this process through the organization of the

local festivals, protection of the quality marks, and daily practices have no direct objective of preserving the intangible heritage, but rather the objective of attracting the tourists, protection of the local production, and producing the wine. In this context, the protection of the intangible heritage can be characterized as an unconscious process, relying on a few actors, with no coordination among them. It shows that the protection of the intangible dimension of the agricultural landscape is a 'natural' process that does not necessarily require the coordination and the specific objectives. However, this no-approach has is not likely to have a long term effect.

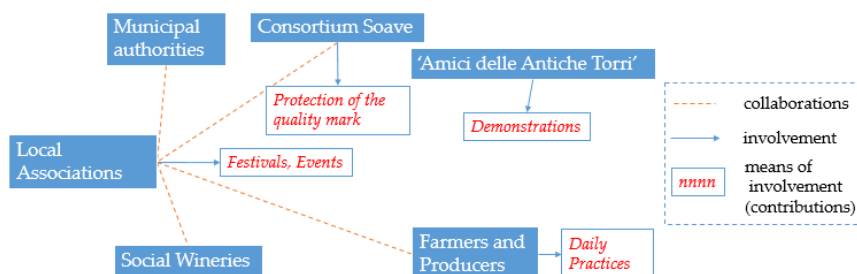


Figure 52. Soave. Intangible Dimension

Environmental dimension and risk management. The environmental dimension of the agricultural landscape is mainly supported by the Consortium of Soave, which is involved in raising the environmental sensitivity of the farmers and improving the land use approach in collaboration with the provincial environmentalist associations. These actions are mainly driven by the international trend of environmental sustainability of agriculture, and the mandate of the Consortium aiming at the promotion of the local production. Although famous for the mitigation of the risk from the intensification of agriculture, it is still difficult to assess what will be the effect of such activities in a long term perspective. The risk management function, instead, is coordinated by different actors. Thus, if the municipal authorities are directly responsible for the risk management activities and provision of the necessary infrastructure, the hydrological risk factor is managed by the specialized regional entity.

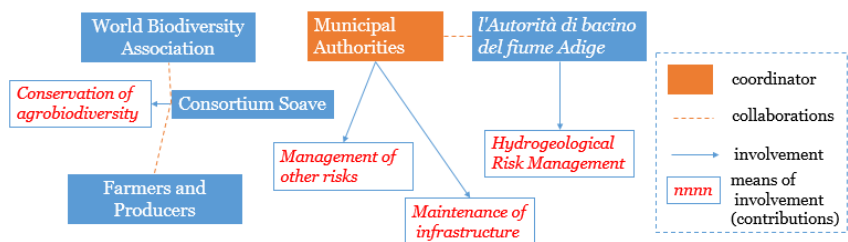


Figure 53. Soave. Environmental dimension and risk management

Valorization. The Consortium of Soave coordinates the valorization of the agricultural landscape. It is involved in the majority of activities aimed at the enhancement of the value attributed to the heritage. The functions of the Consortium include the promotion of the territory at the national and the international level (GIAHS and HRL Registries); awareness-raising activities in collaboration with the regional entities; involvement in the scientific research and publications on the territory; protection and enhancement of the local quality marks in collaboration with the local farmers and producers. In addition to the Consortium, a vital role is played by the local association *Amici delle antiche torri*, which has initiated the enhancement of the local rural history by establishing an open-air museum with the support of local administration and the producers.

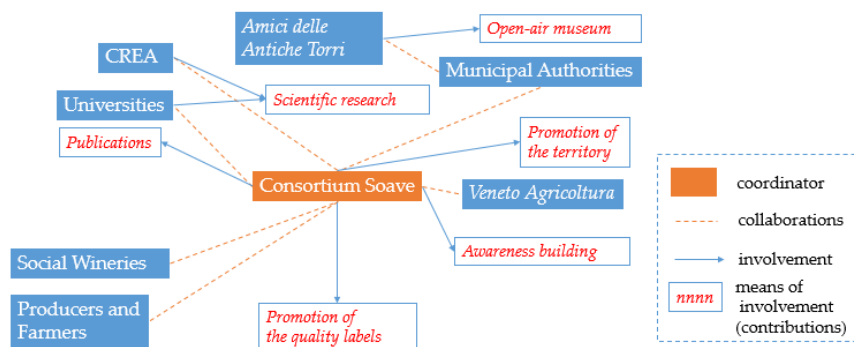


Figure 54. Soave. Valorisation

The analysis of the management practices according to seven variables, has shown the multiplicity of actors involved in the management of Soave vine hills. It has also demonstrated that the same actor can provide several functions and

show multiple interests depending on their role in the management process. The above-presented discussion is summarized in Appendix K.

The analysis of the local management practices shows a vital presence of the local and provincial NGOs in the territory. The municipality of Soave currently counts around 90 associations active in the social and cultural life of the territory. Many of them directly involved in the enhancement and the promotion of the Soave vineyards as a tourist destination. However, only the association *Amici delle Antiche Torri* directly contributes to the preservation of the agricultural landscape. With the recognition of the agricultural landscape as GIAHS and the HRL, in the future, there might an increase in a number of the local NGOs involving the local community, as it was the case in other internationally recognized sites.

The analysis of the local management practices according to seven variables has shown that the Consortium of Soave often plays the role of coordinator of the vital initiative and activities related to the preservation and the promotion of the Soave wine hills. One of the significant indicators is the coordination of the candidature of the vineyards to the national registry of HRL and GIAHS. Although these inscriptions might seem to have a merely promotional objective, it brought the definition to the heritage area, both in terms of physical boundaries and perception, which is essential to the consistency of its protection.

Besides, such associations are often the only point of reference for the farmers. Although they lack both governmental and democratic remits, mass membership confers legitimacy to the Consortiums as the members are regularly consulted as a part of the statutory process. They can accommodate communication between their members and influence the implementation of the Rural Development Plans, for example, the application to specific measures of RDP, in certain areas. Therefore, we could define the Consortium as the local governing body about the agricultural landscape and its management. This engenders the question, what is the place of the local administration?

Both municipal administrations remain the point of reference to the extent of their function of spatial planning and regulation of the social and economic development of the territory. In addition, there is a strong presence of the public administrations in the development of wine tourism and the preservation of the agricultural landscape, which is expressed through the support to the local *associativismo* driving these sectors directly. In addition, there is the development of private-public partnerships in the organization of tourism-related activities.

3.5.1.1. The consortium of Soave: a strategic stakeholder with private interests

De-jure functions of the Consortium

Article 2602 of the Italian Civil Code defines Consortium as *'a legal institution regulating a legally recognized voluntary aggregation aimed at coordinating and regulating joint initiatives for the performance of specific business activities, both by private and public bodies'*⁷¹². Thus, such organizations in Italy are mostly voluntary associations without lucrative purposes whose primary function is to coordinate the activities entering into common interests of concerned bodies. In the case of agricultural landscapes, the protection Consortiums (*Consorti di tutela*, further Consortiums) are usually promoted by the economic operators (e.g., farmers, wineries) entering to one production chain and with the precise function – protection of PDO (Protected Designations of Origin) and IGP (Protected Geographical Indications). Thus, such Consortiums can be established only in the case when products are included in the CAP quality schemes and registered in the appropriate European register of PDO and PGI. In Italy, the national authority responsible for the control and monitoring of such Consortiums is the Ministry of Agricultural and Forestry Policies (MIPAAF).

Article 14 of the Law n. 526/1999, assigned the Consortiums the functions of *'protection, promotion, enhancement, consumer information, and general care of the interests relating to the denominations'*,⁷¹³ and specify that such activities shall be distinguished from the activities of control. In order to perform the role of Consortium, a private organization should meet the minimum operational requirements defined in the Ministerial Decree from 12 May 2010, which includes the *'availability of a legal or operative office to ensure the performance of the tasks attributed to the Consortium, an organizational structure, an adequate exercise of the functions regarding promotion, enhancement, and protection of PDO/PGI'*.⁷¹⁴ In other words, Consortiums must have an appropriate organizational structure with headquarter and personnel, as well as a plan of actions and activities in

⁷¹² Art. 2602 Codice civile, *Ratio Legis*: *'Il consorzio è un istituto giuridico che disciplina un'aggregazione volontaria legalmente riconosciuta volta a coordinare e regolare le iniziative comuni per lo svolgimento di determinate attività di impresa, sia da parte di enti privati che di enti pubblici'*.

⁷¹³ Art. 14 Legge 21 dicembre 1999, n. 526 *'Disposizioni per l'adempimento di obblighi derivanti dall'appartenenza dell'Italia alle Comunità europee - legge comunitaria 1999'*

⁷¹⁴ Art. 1, comma 2, Decreto 12 maggio 2010 *'Disposizioni generali in materia di verifica delle attività attribuite ai Consorzi di tutela in agricoltura'*, G.U. 26.05.2010, n. 121

order to execute, in a proper manner, the functions delegated to them by MIPAAF.

The Consortiums may have *erga omnes* status, which under certain conditions, enlarges the functions assigned to the Consortiums. Thus, in the case of vine denominations, according to the Art. 1 (3) of the Ministerial Decree from 16 December 2010, if the Consortium represents at least 40% of winemakers and at least 66% of the production of the vineyards registered in the vineyard register, they are assigned by Mipaaf to the functions of *erga omnes*. It means that the consortium has a function of '*protection, promotion, valorization, consumer information and general care of the interests of the protected denomination towards all producers of the same denomination, even not members of the consortium*'.⁷¹⁵ Thus, their primary function is directly related to the denominated product and the protection of the agricultural landscape.

The Consortiums in carrying out their activities may: make proposals for regulatory provisions and perform advisory tasks related to the product concerned; define programs bearing measures of a structural nature and technical adjustment aimed at improving the quality of production in terms of health and safety, chemical, physical, organoleptic and nutritional characteristics of the marketed product; promote the adoption of specific resolutions containing agreements approved by MIPAAF and free of any anti-competitive content between economic operators benefiting from the same GI (geographical indication) and aiming at a correct production planning according to market needs. cooperate in the control and protection of PDO and PGI against abuse, acts of unfair competition, counterfeiting, improper use of protected designations and behavior prohibited by law. In order to assist the competent institutions in pursuing the objectives above, there is a system of the collaboration of the consortium bodies with the Central Fraud Inspectorate (ICQRF) established by MIPAAF⁷¹⁶.

What concerns the certification and control of DOP and IGP vines, in Soave it is the responsibility of the Siquiria Society (la Società Siquiria) recognized by the MIPAAF. It is an inspection body, which carries out the annual verification of compliance with the defined provisions, using a combined methodology of controls (systematic and random) throughout the entire production chain (viticulture, processing, and packaging). It is important to note that the

⁷¹⁵ Art.1 *comma* 3, del DM 16 dicembre 2010

⁷¹⁶ Legge 526/99, art. 14, *comma* 15 (a, b, c, d)

regulations concerning the control of PDO and IGP wines and of other PDO and IGP products differs both in EU and national legislation. The quality certification has been following procedures different from the food safety control.⁷¹⁷ Thus, for wine products, the quality certification follows the Council regulation on the common organisation of the market in wine requiring Member States '*to designate the competent authority or authorities responsible for controls in respect of the obligations established by this Chapter in accordance with the criteria laid down in Article 4 of Regulation (EC) No 882/2004*'⁷¹⁸. In this view, according to the Italian legislation both public (mostly Chamber of Commerce) and private authorities can perform the function of control unless they comply the European standard EN 45011.⁷¹⁹

The role of the consortium bodies is strengthened by the provisions that came into force following the launch of Regulation (EU) no. 1151/2012 of the European Parliament and the Council. The novelty introduced in article 45 is the recognition of the roles and responsibilities of the groups of producers contributing to the protection and promotion of the PDO and PGI, and supporting the development of the sector. To this end, it is foreseen that the Member States should encourage the training and functions of such groups in their territory. Thus, the Consortiums in Italy are assigned to the critical institutional duties, including representation and protection of the quality marks and economic bodies (or '*socio*' that may include farmers, wineries, and other firms) involved in the production of PDO and PGI products. However, the profile and the functions of the entities protecting PDO and PGI differs across Europe. Thus, in France the role of the Italian Consortiums is partly replaced by the entries for protection and management (*les organismes de défense et de gestion*, further ODG). According to article L642-33 of the *Code rural et de la pêche maritime* ODG '*contributes to the common mission of preserving and enhancing the terroirs, local traditions and know-how as well as the products that come from them*'. It ensures internal production controls, documentary (*cahier des charges*) and inspections under the supervision of the National entity (*l'Institut national de l'origine et de la qualité*). It is important to note that unlike Italian Consortiums, the task of

⁷¹⁷ The Council Regulation n.655/2017, which has recently entered in force unifies the systems of control for food security and quality into one regulatory framework. See Albisinni, F. (2018). Il Regolamento (UE) 2017/625: controlli ufficiali, ciclo della vita, impresa, e globalizzazione. *Rivista di diritto alimentare*, n.1, pp.11-36

⁷¹⁸ Art 47. (EC) No 479/2008

⁷¹⁹ Art. 13.2. Decreto Legislativo 8 aprile 2010, n.61. '*Tutela delle denominazioni di origine e delle indicazioni geografiche dei vini, in attuazione dell'articolo 15 della legge 7 luglio 2009, n. 88*'

promotion doesn't enter into compulsory functions of French ODGs. While the system of control of denominated production can be both preventive and systematic, depending on the choices of the producers, except the exported products where the system of control is mandatory⁷²⁰.

Although the functions of the Italian Consortiums may seem to have minor or any effect on actual protection of agricultural landscapes, in fact, they are active *in situ* managers creating a dialogue between local producers in the activities aimed at protection and promotion of the products and associated landscapes. That is because the land where PDO/PGI products are being produced is widely considered both by Consortiums and by producers as a 'value-added' or 'promotional tool' for the marketed product. To this end, many protection Consortiums take the initiative and responsibility in the projects directed to the promotion of agricultural landscapes *via* renowned international lists such as WHL of UNESCO or GIAHS at the international level, or the national registry of Historical Rural Landscapes (*Registro nazionale dei paesaggi rurali storici*). In 2018, the Ministerial registry of the Consortiums counts 147 Consortiums protecting the PDO/IGP of fruits, vegetables, olive oils and other 118 dedicated only for wine products (fig. 55).

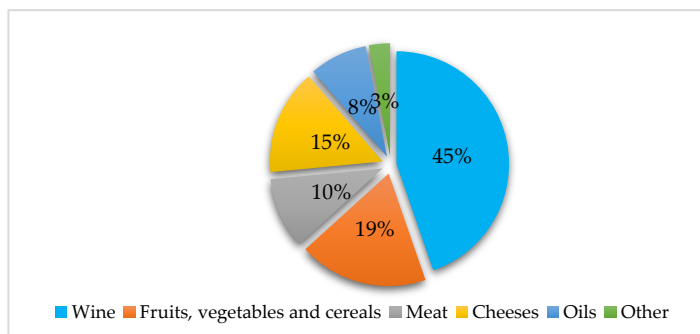


Figure 55. Share of the Consortiums according to the type of products⁷²¹

The remarkable prevalence of the Consortiums protecting wine marks is probably due to the firm 'label- oriented' nature of the international wine market,

⁷²⁰ Cubastro R.R. (2012). Il ruolo di garanzia dei consorzi di tutela. Rivista di diritto alimentare, n.1, p.4

⁷²¹ Elaboration of the author based on: 1) Elenco dei consorzi di tutela relativi ai prodotti DOP e IGP incaricati ai sensi dell'art.14 della legge 526/99; 2) Elenco dei consorzi di tutela dei vini incaricati ai sensi dell'art. 17 del D.lgs. 8 aprile 2010 n. 61 (aggiornato al 18/04/2018)

where the evaluation of the product quality is a difficult task for the conventional consumer, as compared to other product typologies. However, the fact that it is one of the most 'economically important' market with a large number of producers (mainly in Italy) seems to be the main reason explaining the multiplicity of the Consortiums protecting wine PDO. Additionally, it helps the economic viability of the wine market. The wine Consortiums seemingly have better performance in the questions of landscape protection. Thus, the functions of such Consortiums in regards to agricultural landscapes differ considerably. Some are limited to the promotion of wine products, while others directly contribute to the protection and enhancement of traditional agricultural landscapes (e.g., restoration of abandoned terraces, research, and enhancement of traditional skills).⁷²²

In this context, the example of the Consortium of Soave (*Consorzio Tutela Soave*) is illustrative, since it combines the functions of product promotion and protection of the agricultural landscapes as a heritage category. The Protection Consortium of the wines of Soave and *Recioto di Soave (il Consorzio Tutela Vini Soave e Recioto di Soave)* was established in 1970 following the Presidential Decree 21 August 1968, the Law 164/1992 and the Ministerial Decree from 4 April 1977 n. 256. The institutional functions (*provvedimenti incarichi*) of the Consortium are established according to the Ministerial Decree n.6753/2012. The products subjected to protection and valorization by the Consortium are the wine 'Soave' DOC, 'Soave Classico' DOC, 'Soave Colli Scaliegeri,' DOCG 'Recioto Soave' and 'Soave Superiore.' Therefore, only the producers of these wines can become a member of the Soave Consortium. In 1980, the control over yield, characteristics of the commercialized wines, as well as the wine markets, was conferred to the Consortium. Behind the general functions of the Consortiums, including 'protection, promotion, enhancement, consumer information and general care of the interests relating to the denominations', the Consortium of Soave are assigned to perform such activities towards all the subjects included in the control system even if not members of the consortium.⁷²³ Overall, the Consortium represents the interests of the farmers, constituting a large part, but not all the local community. Therefore, its primary function is the protection of the economic interest of the entities involved in the process of wine production.

⁷²² See Gori, C., Sottini, V.A. (2014) The role of the Consortia in the Italian wine production system and the impact of EU and national legislation. *Wine Economics and Policy* 3, 62–67

⁷²³ Art.17 (4) del D. Lgs.61/2010

Organizational Structure

The organs of the Consortium of Soave are the following: The General Assembly (GA) of the members defines the broad vision of the Consortium; approves the modifications in the disciplinarians of production; approves the proposal of new DOC and DOCG; approves the annual budget. The Administrative Council (AC) is composed of 9 to 15 members, elected by the GA and must represent the interests of all groups involved in the production of wine (farmers, private producers, wineries, and bottlers). The primary duties of the AC include 1) approval of the annual balance sheet; 2) admission of new members; 3) establish admission quote. The President and Vice President of the Consortium, represents the Consortium, by performing all juridical and extra juridical acts in the interest of the Entity.

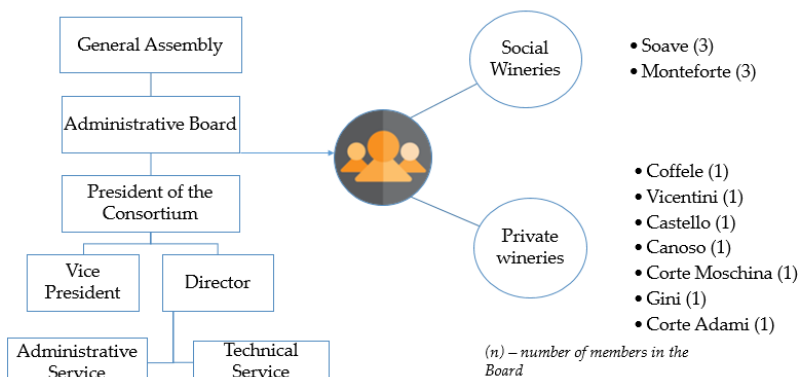


Figure 56. Organigram of the Consortium of Soave

They are also the organs not included in the organigram: Arbitration Board used in the case of disputes between the Consortium members; the Board of Statutory auditors nominated by the GA, and composed of three members and the other two substitutive members. Its functions include 1) controls the administration of the Consortium; 2) examines the final report, including the accounting. The internal administrative and technical functions of the Consortium are regulated by the internal regulations, prepared by the Administrative Council, and subjected to the approval of the General Assembly and Mipaaf.⁷²⁴ Currently, the internal organigram of the Office of the Consortium is composed of six employees (fig., 57).

⁷²⁴ Art.23 'Regolamenti interni', il Statuto di Consorzio Soave

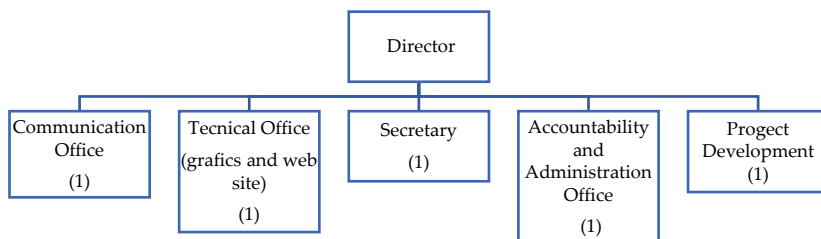


Figure 57. Internal organigram of the Consortium of Soave

Performance

Principle (1) - Accountability and Transparency. At the local level, the operative office of the Consortium is accountable to the president of the Consortium and the General Assembly of the members. The GA takes place around 10-15 times in a year, depending on the frequency of the emerging issues. The operative office provides the Assembly with the Annual Activity Reports, which should include the analysis of management, valorization and promotion activities as well as the proposals of Consortium to ensure farther protection to the denomination. Being the organ created and regulated according to the Ministerial Decrees, at the national level, the Protection Consortiums is accountable to the Mipaaf, which requires the plan for the control of the concerned denomination' (*il Piano di controllo della denominazione*). The primary strategy of the Consortium, which has been communicated throughout its press releases. Social media and the web site is 'to create a strong link between the wine of Soave and its territory,' i.e., its landscape.

Principle (2) - Economic Sustainability (fig., 58). There are two income resources ensuring operation of the Consortium and implementation of its primary function – protection, promotion, and valorization of the denomination. The *first* income resource is the annual quotes charged from the members of the Consortiums. Thus, the members are required to pay the annual contribution equal to the quantity of production. The Administrative Council establishes the amount of quote based on the following elements: *the grape makers (farmers): per kilogram of claimed and reported grape; the wine-makers (wineries): per liter of claimed and reported vine (vino feccioso); the bottling companies: per bottle of produced vine (0.75 liter or equivalent).*⁷²⁵ The quote is composed of the contributions for valorization, protection, surveillance, and services given to the Consortium

⁷²⁵ Art 7 (1) - Contributo Annuale, lo Statuto di Soave Consorzio Tutela

members. Behind the annual quotes, the individual categories of the members are required to pay an extraordinary contribution covering the expenses addressed to these categories and any extraordinary measures undertaken by the Consortium for the valorization or protection of the denominated product. In addition, the subjects who are not members of the Consortium but still included in the control system of the denomination are also required to pay a certain amount of contribution relative to the *erga omnes* functions of the Consortium. The *second* and more substantial income resource of the Consortium covering around 80% of the costs is Self-funding (*Autofinanziamento*). Those are private, regional, national, and European grants, subsidies, and other funding often given for pluriannual projects developed by the Consortium (e.g., Soave Versus, Vinitaly, and training and promotion activities of the DOC).⁷²⁶



Figure 58. The financial resources of the Consortium of Soave.⁷²⁷

Principle (3) – Inclusiveness. According to the statute, each member (*socio*) of the Consortium has a right of participation in activities of the Consortiums and

⁷²⁶ Consorzio Soave (2018), *op. cit.*, pp. 50-51.

⁷²⁷ Based on data of Consortium of Soave (2017), *op. cit.* AVEPA - The Regional Agency for payments in agriculture; AGEA – The Regional Agency for Disbursements in Agriculture.

assemblies.⁷²⁸ All entities using the protected Denomination of wine and involved in on or more productive activities (grape cultivation, winemaking, or bottling) have a right to become a member of the Consortium. The major part of the territory and the grape producers are involved in the production of the Denominated Soave wines protected by the Consortium, which in 2014 counted 2,408 farms⁷²⁹. While the total number of all subjects involved in the production of Soave wines nowadays constitutes around 3000 entities, including wineries and bottling companies (519). In 2014, the nonmembers of the Consortium constituted only 15% (369 farms) of the total number of farms in the territory. Therefore, in theory, the Consortium should provide significant involvement of the local farmers and winemakers. The interviews conducted with the local actors has allowed identifying the process through which each group of members is involved in the activities of the Consortium (fig., 59)

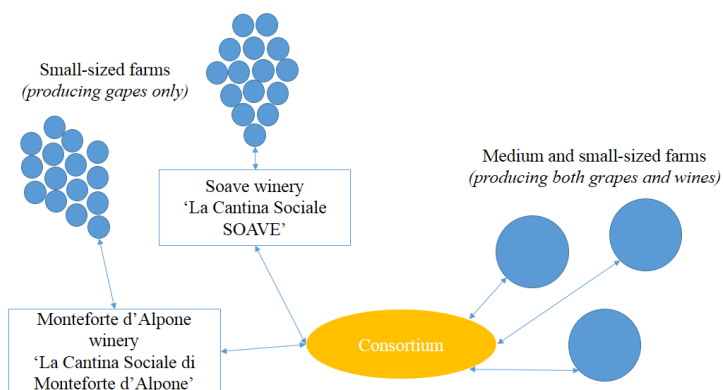


Figure 59. The interaction of the Consortium with the local actors.

Thus, we have three main groups of members: First, the *small family farms* each having approximately 3000m² of terrain for the cultivation of vine grapes. This group of farmers sells the grapes to the large wineries, and therefore has little or no connection with the activities of the Consortium because the cost of the grapes primarily depends on the price policy established by those large wineries. Thus, the interaction between the small farms and the Consortium often pass through

⁷²⁸ Art. 8 (2), lo Statuto di Soave Consorzio Tutela

⁷²⁹ The major part of the farmers are involved in the production of 'Soave DOC' (2339 farms in 2014), and only few in the production of 'Recioto di Soave' (35 farms in 2014) and 'Soave Superiore' (34 in 2024). Consortium of Soave (2018), *op cit.*, pp. 35-36.

the wineries. The second group is the large wineries – la Cantina Sociale Soave and la Cantina Sociale Monteforte d'Alpone – which has a direct relation with the Consortium because of the economic value of their product (denominated wine) directly depends on the protection and promotion activities of the Consortium. These large wineries are also the main contributors to the Consortium budget. The third group of the Consortium members is the medium or small-scale farms, which both cultivate the grapes and produce the Denominated wine products.

The interaction of such farms with the Consortium is somehow similar, as in the case of the second group, because they can also see the direct benefits of the Consortium work. These farms are often family-run businesses having a better economic position in order to invest in new technologies of farming, while the small farms don't. The schema shows that there is a lack of direct involvement in the case of the small-farms, which manage, develop, and maintain a major part of the vine hills of Soave daily. The fact that the candidature of the Soave wine-hills for the National Register of Rural Landscapes was supported only by 75 local actors with the significant prevalence of wineries, cellars, and other associations, farther confirms the low inclusiveness of the small-scale farms, which are the primary entities production, development, and maintenance of the significant part of the agricultural landscape. However, the lack of direct involvement of the small family farms does not necessarily indicate the exclusiveness of the Consortium policy. There other factors, such as the lack of immediate profit for the family farms. Thus, only wineries who produce and sell the final product (wine) have an immediate benefit from the promotion of the Soave wines or any other initiatives directed to the protection and valorization of the agricultural landscape. While the small farms which are only at the beginning of the wine production process might not receive a significant revenue surplus and do not perceive the direct correlation between the landscape promotion and wine price - the price of the farmers' product (grapes) depends on the large winemaking companies. This may be the fundamental reason explaining the lack of interest from farmers to the management practices conducted by the Consortium.

Involvement of the Local community. Counting around 40 voluntary associations of various genres, the community of Soave has an active position in their territory. The collaboration of such voluntary associations with the Consortium is limited to the organization of local festivals related to wine and harvest. The Consortium actively collaborates with the local NGOs such as 'La Strada del Vino Soave' and the local municipalities. Such collaborations are often directed to the promotion

of the territory as a new touristic destination. All the actions are undertaken by the Consortium and its partners since 2005 have been systematically presented in series of publications in the web-site of the Consortium, social media, and documented in the semiannual Magazine 'Essere Soave' and the newsletters. The content of the publications often concerns the activities and projects conducted by the Consortium, as well as events concerning Soave wine its territory. However, such information has contested advertising character directed to the general public, rather than informative content for the local community. What concerns the transparency of the Consortium, the official documentation such as the statue, the strategies, the organizational structure, the functions are not publicly available, however, accessible by request for the research purposes.

3.5.2. Cinque Terre: preserving productivity within the protected zone

Planning and control. The interconnection among the actors within the variable of planning is articulated around several instruments, including the spatial, protected area, and rural development plan, as well as the management plan for the UNESCO site. The spatial planning system is undergoing considerable changes. Currently, there are many uncertainties as all spatial plans, including a landscape plan, park plan, inter-communal municipal plan, territorial plan, all have not yet been adopted. The municipal planning system is evolving towards the integrated planning model in the form of the inter-municipal urban plan. Although the document is not yet in force, the joint spatial plan can serve as a platform for dialogue not only among the public administration of the concerned municipalities but also among the private bodies. This type of interconnection has been long promoted only within the framework of the National Park, which provides the joint planning system, regardless of the absence of the park plan. Currently, the legislative functions of the park are implemented through the park regulations and the administrative procedure of authorization. While the instruments of the park are subject to national legislation, the municipal urban plan is influenced by several regulations at the regional level, including landscape and territorial plans. Whatsoever, the municipal authorities can express their discretion regarding the norms of the new landscape plan.

In contrast to the spatial planning and park instruments, the management plan for UNESCO site *'Portovenere, Cinque Terre, and the Islands (Palmaria, Tino and Tinetto)* have involved a much broader range of actors including the cooperation of the international state, regional and local actors. The Technical Guarantee Committee (TGC) involves all local stakeholders, which makes them responsible

for the implementation of the Management of the UNESCO site. This is the main point that generates the collaboration and dialogue between the local entities in the protection of the agricultural landscape. Although the *de-jure* Manager of the UNESCO site is the Regional Office of MIBAC, in practice, the planning activities are performed by the Technical Guarantee Committee, coordinated by the National Park. Thus, it is the actor, which takes part in both planning activities, which are crucial for the preservation of the agricultural terraces. The implementation of the rural development plan are instead under the jurisdiction of the regional administration, coordinated by the EU. This results in the broad rural development measures shaped in conformity with the regional goals.

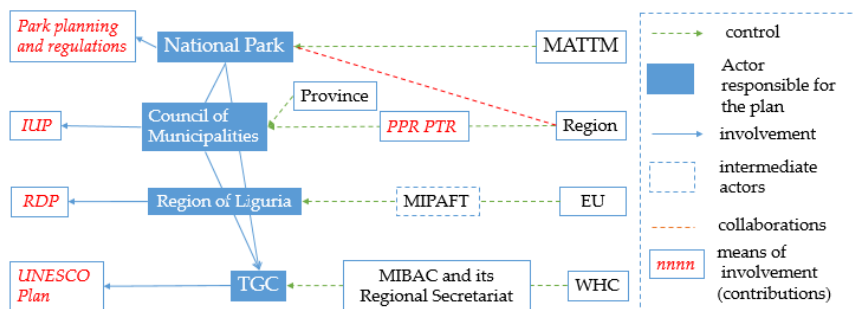


Figure 60. Cinque Terre. Planning and control. PPR and PTR – the regional landscape and territorial plans; IUP – the intercommunal municipal urban plan; TGC – the committee for the management of the UNESCO site

Agriculture and Production. The main drivers of local agriculture are smallholder farmers and local producers. However, there are several local and external stakeholders (regional, national and international), which directly contribute to the local production and agriculture, by supporting the local farmers through: infrastructural (e.g., *trenini*) and material contributions (e.g., stones, electric fences); direct financial support; and profitability of the local agriculture (market margin). The substantial part of them is from the EU, national, and regional funds, which are then distributed through the local actors. In terms of infrastructural and material contributions, we can observe a close collaboration of the social winery, the national park, and the local municipal authorities. At the same time, the central role in support of the local agriculture and production is played by the social winery, which secures the profit of the smallholder farmers.

The analysis has shown the lack of the actor coordinating the promotion of the local production, although it is crucial to sustainability in the management of the

agricultural landscape. Due to the absence of the local protection consortium, like in Soave, the promotion of the territory in reference to its products is limited to the occasional events and single initiative. The disciplinary regulating the production of the Cinque Terre DOC and Cinque Terre Sclachetrà wines indicates that the entity responsible for the control of the production is the provincial chamber of commerce (*Camera di Commercio Industria Artigianato Agricoltura di La Spezia*, CCIAA) assigned by the Ministry of agriculture (Mipaaf). Thus, unlike the wine products with the Protection Consortiums, the function of the production control in Cinque Terre is delegated to the provincial body.

Also, there seems to be weak assistance and information provided to the smallholder farmers (e.g., agrobiodiversity conservation, accession to the EU funds, new technologies and land-use practices, development of agritourism and agro-business). It impedes the development of local and accession to the available opportunities and funds.

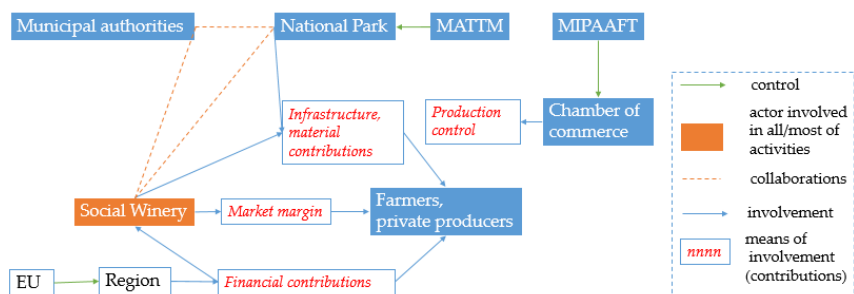


Figure 61. Cinque Terre. Agriculture and production

Tourism. Tourism plays a crucial role for the local economy. Therefore it involves a large number of actors whose functions are articulated through the support of the touristic infrastructure, promotion, and building the image of the Cinque Terre as an eno-gastronomic destination. In this context, by the tourism infrastructure, we intend both the physical elements such as roads, buildings, transportation, and tourism services, including information, guided tours, and other services. The commercial entities such as hotels and restaurants compose and exploit the tourist infrastructure for the private objectives. At the same time, the public entities are responsible for developing the public infrastructure and for creating the conditions for the development of the local economy, including tourism and commerce.

What is particular in the case of Cinque Terre is an essential presence of the association that unite and coordinate the local tourist microstructures (e.g., *Il Consorzio Turistico Cinque Terre*, *Il Consorzio Turistico 'In Manarola'*). Besides, the National Park has also overtaken several initiatives aimed at improving the local tourist service by creating a network of the local microstructures and introducing a framework for their evaluation (*Marchio di Qualità Ambientale*). Overall, we could say that the National Park is an entity that plays a central role in the coordination of the joint strategic plan for sustainable tourism and the image building.

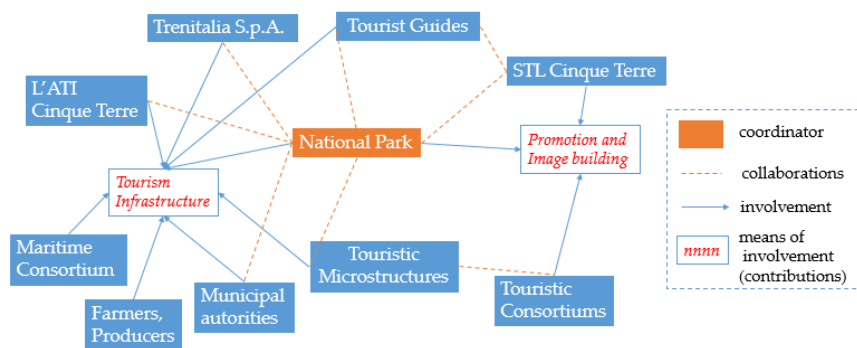


Figure 62. Cinque Terre. Tourism

Tangible Dimension. The protection of the physical elements of the agricultural landscape in Cinque Terre involves three main groups of actors: 1) farmers and producers, providing the daily maintenance of the terraces; 2) National Park, which contributes from with scientific and material support to the farmers and producers; 3) voluntary associations, which during the last years have significantly contributed to the rehabilitation of the abandoned terraces. If the interests and functions of the national park and the farmers are understandable, those of the local non-for-profit associations deserve particular attention. The local voluntary associations involved in the rehabilitation of the agricultural landscape have started to appear after the disastrous flood of 2011. Those are the initiative of private bodies and the group of the residents, including people involved in tourism and commerce, farmers, and people from the province. The association exists to the occasional support from the municipal and regional funds, as well as the private donations. Currently, each of the concerned localities has such associations. They operate only within their municipal territory. The interviewees have shown the lack of collaboration among these entities, although they have a similar profile, interests, and functions.

Regardless of the crucial role played by the local associations in the preservation and rehabilitation of the agricultural terraces, still, it is the National Park that has the role of coordinator in all concerned activities, including material and scientific support, rehabilitation, and the funding for the support of those associations.

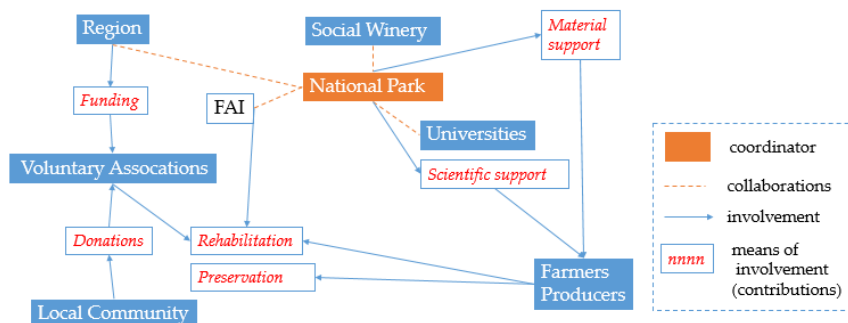


Figure 63. Cinque Terre. Tangible dimension

Intangible Dimension. The intangible dimension of the agricultural landscape of Terre primarily relies on the farmers and producers that continue the traditional agricultural practices and passing the 'savoir-faire,' and the traditions to younger generations. However, the main issue in the context of Cinque Terre is that there are less and less young locals, who are interested in continuing the agricultural activities. There have been few initiatives that directly contribute to the preservation of the intangible heritage. Probably the most significant is the training on the traditional craft of dry stone walls organized in collaboration with the local (National Park and *Fondazione Manarola*) and external actors. The other way in preserving the local traditions and production are the festivals and events culture promoted by the local association and tourism agencies with the support of the municipal authorities. However, such initiatives are mainly aimed to promote local production and tourism instead of enhancing the intangible heritage of the agricultural landscape *per se*.

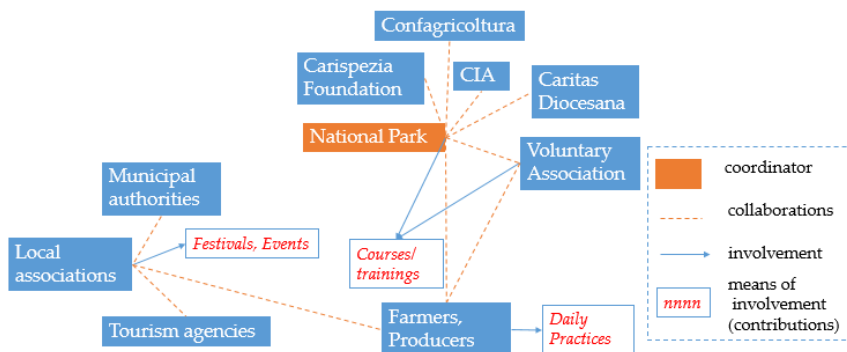


Figure 64. Cinque Terre. Intangible Dimension

Environmental Dimension and Risk Management. The protection of the environmental dimension of the agricultural landscape is the direct function of the National Park assigned by the Ministry of Environment. However, there are a number of other local (municipal authorities) and environmentalists such as *Legambiente Liguria*, WWF, and FAI contributing to the conservation of the agrobiodiversity, maintenance of the urban infrastructure, and implementing the risk management actions. Although the latter mainly concern the National park, in terms of fire prevention, there is a straight collaboration with the state forestry. While the monitoring of the eventual risk is implemented in collaboration with the Universities and the research centers.

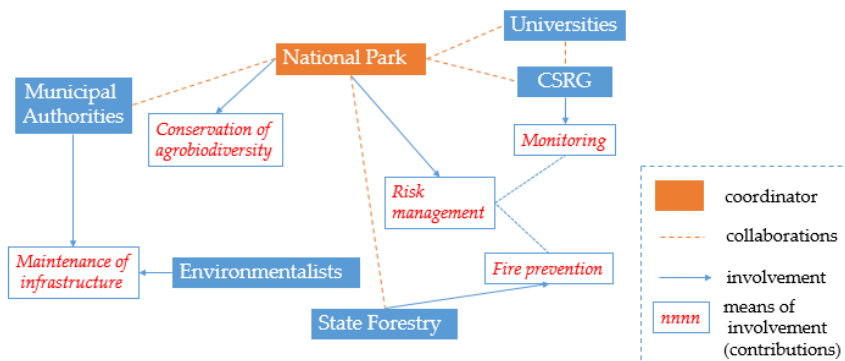


Figure 65. Cinque Terre. Environmental dimension and risk management

Valorisation. The enhancement the landscape value is performed through a series of initiative including the educational modules for the environmental education of the local population, guided tours and hiking trails aimed to raise the public

awareness on the value of the agricultural landscape, especially among the visitors, as well as the single events favoring knowledge on the tradition of the territory (e.g., *Parchi Letterari*). The valorization of the territory and local agriculture is coordinated by the National Park, in collaboration with the tourist guides and municipal authorities.

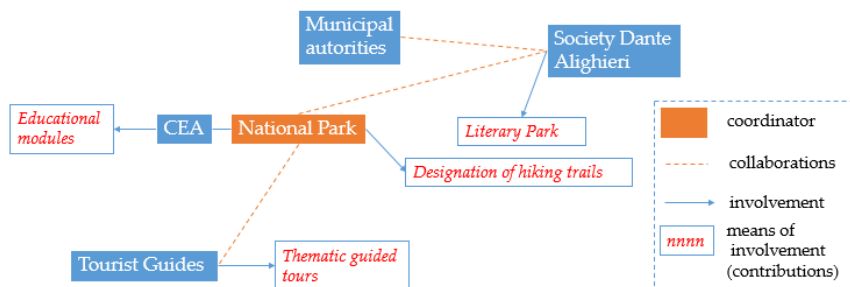


Figure 66. Cinque Terre. Valorisation

Overall, the management of the agricultural landscape in Cinque Terre is a complex and intricate process. Not only because it requires the consideration of many aspects from agriculture and production to the promotion of the local culture and environmental education; but also because it involves a large number of actors with often conflicting interests, which can evolve and change concerning the position taken by the stakeholder (e.g., farmer-producer or farmer-residents). The actors of the terraced agricultural landscape of Cinque Terre, their interests and functions, are summarized in Appendix L, based on the framework developed in Chapter I. Thus, we can observe that one actor may have several interests and can play multiple roles. At the local level, the management of the terraced agricultural landscapes involves a complex process of interactions between these actors.

Although we tried to focus on the local level, sometimes it was impossible to overlook the presence of regional, national, and international actors at the local level, particularly in terms of control and funding. There has been a sharp increase in the number of actors following the inscription of the Cinque Terre in the World Heritage list and the establishment of the national park. Currently, the governance system of the territory is characterized by the active involvement of citizens through a large number of NGOs in the form of voluntary associations aimed to rehabilitate the abandoned terraces and mitigate the risk of land sliding. As was noted by the director of the *Fondazione Manarola* there is no way in

protecting the agricultural landscape without the involvement of the civil society and the landowners⁷³⁰.

Nevertheless, besides the physical act of rehabilitation of the terraces, there is a multiplicity of the aspects that need to be taken into consideration while managing the agricultural landscape. Thus, there is a need for a local actor able to bundle and coordinate the local forces for the achievement of the common interest. In Cinque Terre, the role of such vision-oriented or 'strategic stakeholder' is played by the National Park. As we could observe, the Park plays a crucial role in all analyzed aspects of the management process from the planning to valorization of the agricultural terraces. In addition to its direct institutional functions, including the nature protection regulations, financial contribution, and scientific support, it plays the role of the governance body. It coordinates the large-scale projects and involvement of the local actors.

However, most importantly, it establishes a shared strategic vision, thus endows the area with the collective identity, which can be done by several municipal administrations. The next sections focus on the analysis of the function and evaluation of the performance of the Park. It analyzes the functions of the park in regards to the agricultural landscape according to the following parameters: 1) de-jure function; 2) organizational structure; 3) and performance based on the accountability and transparency, the economic sustainability and inclusiveness.

3.5.2.1. National Park of Cinque Terre: a strategic stakeholder with public interests

De-jure functions of the National Park

The agriculture-based system in Cinque Terre was able to guarantee the conservation of the landscape features for several centuries. However, the progressive abandonment of agricultural practices during the last few decades has led to the loss of the original forms of landscape maintenance. In this context, a new 'institutionalized' form of protection became an urgent necessity. The National Park of Cinque Terre has several distinctions from other Italian National Parks in several aspects. First, it is the smallest and most populated

⁷³⁰ From interview with the director of the Association: '*Abbiamo costruito la Fondazione, perché pensiamo non può fare tutto l'ente pubblico, soprattutto nel un territorio che non è di proprietà pubblica. Fornendo l'enti pubblici questa sorta di strumento che loro non hanno [...]*.' See Appendix G.

National Park in Italy, which covers only 3860 ha with 4000 inhabitants. Second, it is the most 'anthropized' protected zone, where the human activities took precedence over the natural milieu. The farmers, through their agricultural activities have shaped the steep slopes into the work of art. That is why the National Park of Cinque Terre is also called '*Il Parco dell'Uomo*' – the Park of Man. Third, in comparison with other 23 National Parks, the foundation of the Park in the territory of Cinque Terre was a result of the down-top initiative.

The local governing actors composed by the municipal councils of Monterosso, Vernazza, Riomaggiore has initiated the establishment of the national park. However, the territory has already been protected as the regional natural park and was already enjoying the provisions of the Regional Law No 12/1995 and the National Park Law imposing stringent controls over all forms of activity within the designated park.⁷³¹ Such transformation was supported by the inscription of the territory in the World Heritage List.

Therefore, there was an urgent necessity in the protection at the national level, and the State's responsibility to protect and conserve the values of the newly nominated UNESCO site. According to the Italian Park Law, the definition of National Parks includes '*terrestrial, fluvial, lake or marine areas containing one or more intact ecosystems or even partially altered by anthropic interventions, one or more physical, geological, geomorphological and biological formations of international or national importance due to naturalistic, scientific, aesthetic, cultural, educational and recreational values, and which require the State intervention in order to conserve them for present and future generations.*'⁷³² Together with the naturalistic and scientific values, the Italian definition of National Parks pays attention to the cultural significance of human-made properties present in the protected areas. That means that heritage of agricultural practices (e.g., dry-stoned walls, hedges, irrigation systems) are protected in line with the endemic species or other naturalistic elements of the Parks. The National Law on protected areas assigns the Entity of National Park the role of *in situ* manager of the protected territory.

⁷³¹ Virgilio D., Imbesi A. (2007) Parco Nazionale delle Cinque Terre, in *Piani e politiche territoriali in aree di parco: cinque modelli di innovazione a confronto*, ed. Vinci I., Franco Angeli, Milano, p. 33

⁷³² The Art. 2 (1), The Park Law: '*I parchi nazionali sono costituiti da aree terrestri, fluviali, lacuali o marine che contengono uno o piu' ecosistemi intatti o anche parzialmente alterati da interventi antropici, una o piu' formazioni fisiche, geologiche, geomorfologiche, biologiche, di rilievo internazionale o nazionale per valori naturalistici, scientifici, estetici, culturali, educativi e ricreativi tali da richiedere l'intervento dello Stato ai fini della loro conservazione per le generazioni presenti e future.*'

Thus, it defines the Entity of the National Park as *'public body with legal and administrative headquarters in the territory of the park and is subject to the supervision of the Minister of the Environment.'*⁷³³

It is essential to note that the National Law gives particular attention to the protection and promotion of traditional agricultural activities in the territory of National Parks, stating that the Entity has the duty *'to apply management methods aimed at integration between man and the natural environment, by safeguarding anthropological, archaeological, historic and architectural values and activities agro-silvo-pastoral and traditional.'*⁷³⁴ To implement of this and other duties related to the protection of natural and environmental values of the territory, the Entity must adapt and follow the Park Plan regulating the aspects such as general organization of the territory, different forms of use and protection; restrictions on public and private use; systems of accessibility; systems of facilities and services for the management and social function of the park; criteria for interventions in natural environment.⁷³⁵

It is interesting to note that the initiatives directed to the promotion of economic and social development of the communities residing within the Park territory are explicitly assigned to the Community of the Park (Regions, Provinces, and Municipalities), which must develop a multi-year economic and social plan within a year of Park establishment. Such initiatives may include: *subsidies; provision of facilities, purification, and energy-saving systems, touristic and naturalistic services; promotion of artisanal, agro-silvo-pastoral, cultural activities, social services, and libraries, restoration; encouraging the development of tourism and local activities, while respecting the regulations on park protection; the organization of specialized training courses for the park guides'*⁷³⁶. The institutional mandate and the mission of the National Park are defined by the Law 394/91 on the protected areas. The law assigns to the Entity the responsibility for the management of the territory included in its perimeter, considering the areas *'of international or national importance for naturalistic, scientific, aesthetic, cultural, educational and recreational values that require intervention of the State for their conservation for the present and future generations'*.

⁷³³ Ibid., art. 9 (1).

⁷³⁴ Art.1 (3b), The Park Law: *'applicare metodi di gestione finalizzati all'integrazione tra uomo e ambiente naturale, anche mediante la salvaguardia dei valori antropologici, archeologici, storici e architettonici e delle attività agro-silvo-pastorali e tradizionali'*.

⁷³⁵ Ibid., art. 14 'Piano per il parco'

⁷³⁶ MATTM: www.minambiente.it/pagina/strumenti-di-gestione

The Presidential Decree of 6 Nov. 1999 assigns to the Park the following functions: *conservation of animal and plant species; protection of landscape; application of management and environmental restoration methods appropriate for achieving integration between man and the natural environment, by preserving anthropologic, archeologic, historic, and architectonic values in combination of silvo-pastoral and traditional activities; promotion of educational and scientific research activities, as well as appropriate recreational activities; protection and reconstruction of hydraulic and hydrological balance; conservation, restoration and enhancement of the 'historic agricultural landscape of Cinque Terre' and the human settlements included in the Park; experimentation and valorization of the compatible productive activities.*⁷³⁷ The institutional mandate is embodied in the mission of the National Park Authority that guides its medium and long-term strategies. The mission of the National Park is based on two fundamental values: ethic and socio-economic. From the ethical point of view, the State, through the National Park, has a moral duty to preserve the natural heritage and landscape for the benefit of the future generation. From the socio-economic point of view, the establishment of the National Park has a cost-benefit for the local community, because the establishment of the National Park allows the monetarization of the 'ecosystem services.' Besides the economic wealth of the local community, the 'ecosystem services' of the National Park also include the availability of drinking water, unpolluted air, and protection of inhabited territories from the consequences of hydrogeological instability.

Overall, the Institutional mandate of the National Park of Cinque Terre defines the following missions: *to conserve biodiversity, geomorphological formations, and values of the cultural landscape; to apply management methods aimed at integration between man and natural environment; to promote and provide education, training and scientific research; to defend and reconstruct the hydraulic and hydrogeological balances; to promote and incentivize local productions.* The philosophy of the National Park is based on the human element present in the territory of Cinque Terre. One of the main focus and commitments of the National Park is the protection of thousands of kilometers of dry-walls constructed over the centuries and currently threatened by the infesting vegetation and from the hydrogeological instability. Thus, the National Park of Cinque Terre is a public institution that has legally defined power to protect the territory of the Park, and the protection of the agricultural landscape enters into its function defined by the National Law.

⁷³⁷ Art. 2., Annex A 'the Park protection discipline' of the Presidential Decree 6 Nov. 1999

Organizational structure

The Entity of National Park of Cinque Terre is composed of (fig., 67): 1) *President* – the legal representative of the Entity of the National Park assigned for the function of coordination of the Park activities for five years; 2) *Governing Council* is composed of the president and other eight members nominated by MATTM, in accordance with the Region of Liguria, whose main functions include the approval and revision of the Statute, and the management of the annual budget; 3) *Executive Board* is composed of the president, the vice-president, and one member elected by the governing council. The primary function of the executive board is to make sure that the resolutions of the governing council are correctly executed; 4) *Board of Auditors* is composed of three functionaries of the General Accounting Office of the State nominated by the Ministry of Economy and Finance. The Board exercises the function of verification of the acts of the Park Authority.

The community of the Park is composed of the President of the Region of Liguria, the President of the Province of La Spezia, the mayors of the municipalities of Riomaggiore, Vernazza, Monterosso al Mare, La Spezia, and Levanto. The institutional organs of the Park are the State functionaries, the Region, and the Community of the Park, representing the interests of the local community and the general public, or at least supposed to represent such interests.

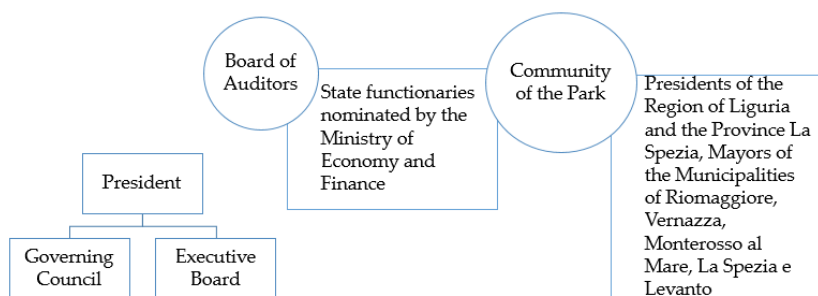


Figure 67. The Institutional organs of the National Park

The Office of the National Park is composed of the director elected by MATTM, and other eight staff members operating in four Departments: Management, general matters, public relations, litigation office, accounting administrative office, biodiversity service, communication office, technical and urbanistic/territorial service, marine protected area office (fig., 68).

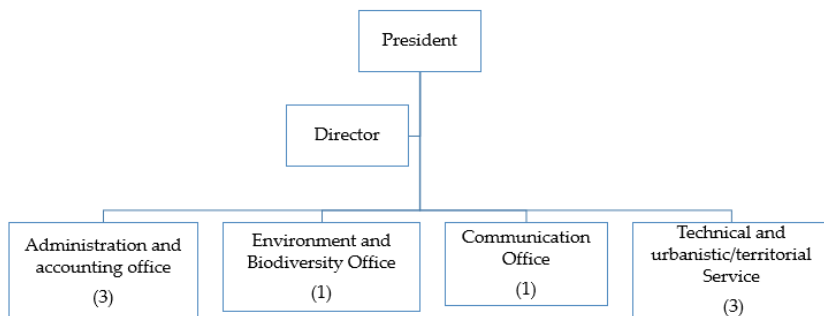


Figure 68. The organizational chart of the National Park of Cinque Terre (as of 2017)

In addition to these eight employees, the activities of the institution are supported by other external collaborators, third-party companies and voluntary associations such as Italian Alpine Club (known as CAI), *Soccorso Alpino*, Association VAB (volunteers fighting against forest fire), the Public Assistance of the five Municipalities of the Park, AIB Groups (another firefighting organization), the Association of *Mangiatrekking* and the Association of Police in Congedo. However, the quantity of the internal staff is insufficient in proportion to the needs of the territory and the tasks assigned to the institution. In 2009, the Park could employ around 18 employees; however, due to bad management strategy, only eight people were employed, and funds for the other ten employees were lost. The rigidity of the administrative and decision-making framework also affects the efficiency of the internal organization of the Institution. Currently, the Park has only eight contractual employees, which is insufficient to ensure an adequate level of protection, communication, cooperation, and relationships among multiple actors active in the territory. Furthermore, the lack of human resources makes impossible the direct management of some Park activities.

Performance

Principle (1) - Accountability and Transparency. Given that the National Park is an institution funded by the public budget, it must follow several compulsory obligations in terms of accountability. In this regard, the Entity is under the direct supervision and control of the Ministry of Environment (MATTM), like any other National Park in Italy. There is also the 'Performance measurement and evaluation system,' which allows the Governing Council to control the overall

performance of the organization, the individual performance of the Park director, and the performance of a single employee.⁷³⁸ The territory of the National Park constitutes the major part of the UNESCO site. Therefore, the Park administration is the member of the Technical Guarantee Committee, an organ of the consultative character assigned to monitor the implementation of the Management Plan, and the results⁷³⁹. Thus, the National Park, together with other Committee members, provides the World Heritage Center with the periodic reports on the state of management and conservation of the UNESCO site. The last reports were submitted in 2014. Given that the National Park is the Public Entity, it has to follow the principle of the transparent administration, which includes the publishing of institutional data and information concerning the administration on the Website of the Park. Such measures are necessary in order to prevent corruption and guarantee publicity and transparency of the Public Entity.⁷⁴⁰ To this end, the Entity of National Park has established a Registry (Albo) for publication of the acts and notices required by laws, regulations, and the Statute of the National Park⁷⁴¹.

In 2015, the Park promoted an interesting initiative aimed at improving the transparency of the institution. The initiative called Sustainability Report (*Bilancio di Sostenibilità*) was based on the international standards such as 'Sustainability Reporting Guidelines' issued by the Global Reporting Initiative (GRI-G4) and the 'Stakeholder Engagement Standard guidelines' prepared by the British ISEA (Institute of Social and Ethical Accountability). The significant outcome of the initiatives is the meetings with the local community, which has allowed to communicate with the economic, social, and environmental performance of the Park. Thus, the major positive aspect of the governance offered by a state institution is that there is an obligation to follow the rules regarding accountability and transparency of the activities. Therefore, the local community, scholars, and other interested actors are more likely to have easy access to the documentation and to be informed on the state of conservation.

Principle (2) - Economic Sustainability. There are several financial sources through which the costs related to conservation are being covered. Those are multilateral funding (GEF, World Bank); international and in-country donations (NGO's, foundations); public funding (National, communitarian, regional, municipal);

⁷³⁸ Deliberazione del Consiglio Direttivo n. 01 del 31.01.2018.

⁷³⁹ Art. 6., Protocollo d'intesa, *op. cit.*

⁷⁴⁰ Decreto legislativo 25 maggio 2016, n. 97

⁷⁴¹ Art. 43. Pubblicità degli Atti, lo Statuto, Parco Nazionale delle Cinque Terre

commercial operator payments (e.g., filming permits, concessions); individual visitor charges (e.g., entry, parking, camping fees)⁷⁴² The revenues deriving from the Park services related to tourism constitutes a relevant income resource. For example, the Multiservice Cards such as *Cinque Terre Treno MS* e *Cinque Terre Trekking Card*, constitute the relevant part of Park's income. The *Cinque Terre Treno MS*, introduced in 2014, was conceived to regulate the excessive seasonal flux of tourists. The multiservice cards of Cinque Terre bring constitutive part of the Park resources. They include additional services such as internet surfing in the Park's hot spots, participation in the rich calendar of excursions with environmental and tourist guides to discover the landscapes and wineries of the famous Cinque Terre DOC wines, participation in the laboratories of the Park Education Center, use of rail network. Although the Park has its financial sources, the state funds remain the primary ordinary income of the Park. Thus, the principal fund derives from the regular contribution assigned by the MATTM and regional budgets, which constitute around 75%.⁷⁴³ Thus, the economic sustainability of the National Park mainly depends on the availability of public funds, which considered to be insufficient in the Italian context (fig., 69).

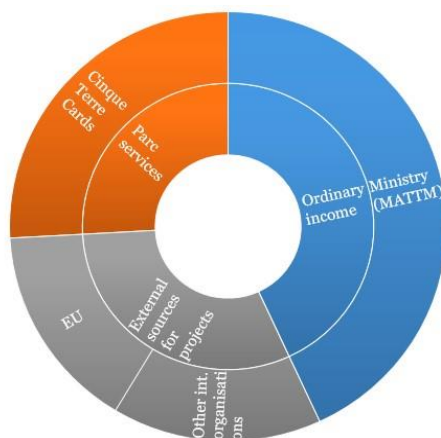


Figure 69. The main financial resources of the National Park.

⁷⁴² UNESCO. Periodic Report UNESCO. Portovenere, Cinque Terre, and the Islands (Palmaria, Tino and Tinetto), 2014

⁷⁴³ Parco Nazionale delle Cinque Terre (2016). 'Piano delle performance 2017-2019'.

Principle (3) – Inclusiveness. The article 40 of the park statute states that ‘the National Park enhances the collaborative relations with the associations, the professional organizations, unions, and volunteers, as well as promotes the participation of citizens to the formation of the decision of the administration.’⁷⁴⁴ Although the ‘local participation’ was already included in the previous versions of the statute, it entered into practice only in 2012, when the new Park authorities have adapted the ‘Plan of Communication,’ aimed at the communication of Park activities and involvement of the local stakeholders. These changes towards ‘inclusive governance’ might be associated both with the new international tendencies (e.g., ELC), as well as the administrative troubles of 2011 when the Park president was accused of the fraud.

As a public institution, the Park is required to create the necessary informative measures in order to reach out to the citizens and disclose its administrative activities. Currently, the involvement of the local stakeholders bases on three pillars: information, consultation, and participation. First pillar includes the provision of information through publication of the content of Performance Plan and other documents concerning management of the territory, including the documentation related to the ISO and EMAS⁷⁴⁵ certifications; diffusion of the planning results; web site, newsletters, press releases; front desk services of the National Park; response to all requests for information received via e email. The Park guarantees to the citizens and associations and other collective subjects the right of the request, petition, and proposals; assistance to the public in the consultation of the Park archives for studies and research.

The second pillar provides the consultation through questionnaires and interviews,⁷⁴⁶ organization of the thematic seminars and forums, the desk to inform and assist the farmers in the questions concerning the Rural Development Plan 2014-2020 (*sportello agricoltura*).

The third pillar gives the possibility for public participation through the involvement of the stakeholders in the definition of the guidelines for the drafting of planning tools (Park Plan, Management Plan of the Unesco Site, Porto

⁷⁴⁴ Art.40 ‘Caratteristiche della partecipazione’, Allegato alla deliberazione n.042 del 08.06.2011.

⁷⁴⁵ EMAS is the European certification for the Ecosystem Services

⁷⁴⁶ During the drafting of the Management Plan for the UNESCO site, the National Park has published the questionnaires addressed to the residents and producers of Cinque Terre. However, there is no information whether the questionnaires were published only online, and how many respondents have participated.

Venere), and other instruments/regulations of the Park Authority. While drafting the Management Plan of the UNESCO site, the National Park has elaborated a series of questionnaires for the residents and the farmers of the area, organization of work meetings open to stakeholders, promotion of sectoral working tables, relating to specific themes.

The last includes the Multi-Stakeholder forums organized within the framework of CEST and directed to the local actors involved in the development of local tourism. Between 2014 and 2015 the Park has organized 5 of such aimed to raise the knowledge on sustainable tourism, to brainstorm of the benefits and limits of the tourist fluxes and the possible solution for mitigation of associated impact, as well as the quality of touristic offer through the integration of cultural, sportive and gastronomic services. The main objective of the permanent discussion forums is to ensure that tourists and residents receive first-hand information regarding the use of the protected area. It includes the establishment of the territorial system, where the tourist operators, restaurateurs, and farmers contribute to the environmental quality by maintaining the traditional types of activities such as viticulture and fishing. Here environmental quality *marque* (*marchio di qualità ambientale*) is used as the main instrument in the implementation of the system. The participation of the local community to the management process is also manifested in the thematic meeting, such as those organized in the framework of earlier discussed 'Bilancio di Sostenibilità.' The initiative was aimed not only to guarantee the transparency of the entity but also to provide the occasion to involve the local stakeholders.

Thus, during the public meetings in November 2016, the Park has formed three Focus Groups of local stakeholders in three municipalities (Riomaggiore, Vernazza, Monterosso). Each Focus Group was composed of one municipal authority and single actors belonging to the following groups: economic actors (agriculture, fishing, landowners), environmental and sportive associations, associations, and foundations involved in the protection and development of the territory. As a result of this meeting, the Park employees were able to understand the priorities in the management of the territory adapted to the local stakeholders. Thus, the activities of the park related to the support of agriculture and traditional activities gained fewer points in terms of relevance (4,25/5), as compared to the activities related to the development of local tourism (4,65/5).⁷⁴⁷

⁷⁴⁷ Parco Nazionale delle Cinque Terre (2016) Il coinvolgimento attivo degli stakeholder. Rf: http://www.parconazionale5terre.it/pdf/BS_06_capitolo.pdf

However, these results do not necessarily manifest that for the local community, the development of the tourism sector is more important than agriculture. First, because the total number of participants counted only 21 people, which constitutes only a small part of the local actors. Second, there could be a significant disparity between the representative of the agricultural and tourism sectors. Currently, the primary objective of the National Park is not only to protect the natural and landscape values of the territory but also the identity and cultural values of the territory, by becoming a representative or '*soggetto di sintesi*', representing the common interests.

However, there are significant challenges to face in achieving such status. First, there is a low awareness of the local community on the activities performed by the Park. The questionnaires analyzed by the Park employees in 2016 showed that the residents evaluate the presence of the Park in the activities such as support to agriculture, tourism, environmental education as low (2-3 points/5 points). Nevertheless, we have seen that the Park is the only local actor, which manages and takes part in all the aspects of territorial management. Therefore, there is still a need to develop communication channels with the local community, including ordinary residents. Second, in the last report to the UNESCO (2014), the Park has admitted that there is little or no cooperation with industry regarding the management of the World Heritage property in the buffer zone and the area surrounding the World Heritage Site. Since then, the situation did not change significantly. The industries collaborating with the park are mainly those related to agriculture and fishery, and situated within the borders of the UNESCO sites.

3.5.3. Comparative analysis of benefits and limits of two governance models

The analysis of the activities of the Consortium of Soave and the Entity of National Park of Cinque Terre has allowed identifying, the major positive (+) and negative aspects (-) of these locally adapted governance models.

Consortium of Producers		National Park	
+	Supra-municipal actor	+	Supra-municipal actor
+	Promotion of Agricultural Landscape: Visibility, Communication of Values	+	Scientific and didactic profile

-	Product-oriented strategy	+	Functions directed to the protection of the agricultural landscape
-	'Lock-in' effect	-	Enclave effect
-	Advisory status	+	Legally defined power
+	Relative freedom and simplicity of decisions-making	-	Rigid administrative framework and decision-making process
+	Economic independence	-	Dependence from the public funds
-	Weak inclusiveness	+	Accountability and Transparency

Table 13. The comparative analysis of the local governance models based on park and farmers' consortium.

The first positive aspect, which concerns both governing entities, is that they act at the supra-municipal level, and therefore able to bundle resources and enhance the local co-operation. Indeed, there is several other local actors who also have brought some relevant results in certain aspects of landscape protection. For example, the voluntary organization *Amici delle Antiche Torri* in Soave and *Fondazione Manarola* in Cinque Terre, have concrete contributions in terms of rehabilitation of abandoned terraces. However, the functions of such local organizations are limited within specific areas (Municipality of Soave and Manarola) and not the agricultural landscapes in their integrity.

Therefore, the role of an entity able to coordinate the actions entering into the common interest of the local actors (specifically, protection and enhancement of heritage values) is a necessity in the case of agricultural landscapes, which often involve more than one administrative, social, cultural and other sub-districts. In Cinque Terre, the foundation of the National Park has been the initiative of the local communities, and therefore, now it serves as the common platform for the concerned territorial unites. In the case of Soave vine hills, the Consortium also enhances the local cooperation by mobilizing its members producing the 'Soave Classico' wine, regardless that they are subdivided between two administrative districts (Monteforte d'Alpone and Soave).

During the past decade, the Consortium has been actively promoting the vine hills as local heritage. More recent initiatives - the recognition of the vine hills by the National Register of 'Traditional Rural Landscapes of Historic Interest' in 2016 and as a GIAHS - have farther reaffirmed a vital role of the Consortium in enhancing the heritage status of the vine hills. Also, there are many promotional

campaigns organized by the Consortium regularly, which help to disseminate the landscape values. In such promotional activities, the vine hills of Soave are represented as an essential element of the wine quality, which adds the value to the marketed product. Indeed, it is crucial to understand that the farmers' cooperation, consortiums, or associations are long-established lobbies that primarily voice the economic concerns of its members (producers and farmers). Thus, the primary function of the Consortium defined by the Law is the protection and promotion of the Soave wine mark. They care about the landscape values is related to the will to promote the product, rather than the protection of the landscape *per se*. There is nothing wrong with using the agricultural landscape as value-added to the local production, as far as the economic interest of the Consortium members does not contradict with the cultural or environmental values of the agricultural landscape.

Unfortunately, in Soave, this tendency already manifests through the gradual abandonment of the traditional form of vineyards '*pergola*', in favor of the espalier wine systems (such Guyot), which allows obtaining high yields per hectare employing extreme mechanization of the agriculture. It is worth mentioning that the direction of the Consortium does recognize the vital role of the traditional farming system, and indeed includes its preservation in the Action Plan for the proposed GIAHS site. However, they acknowledge that they have just an advisory role, and therefore cannot impose the farmers to keep or change their farming methods.

The combination of innovations and traditional practices have been long recognized as a key to territorial resilience. However, a strong brand-related strategy can lead to a 'lock-in' effect, thus to '*hamper experimentation and innovation*'⁷⁴⁸ in the production process (e.g., bio vines). It is associated with the regulations on the geographical indications and the associated production provisions, which have a strict set of rules and regulations to follow. However, it also involves the isolation of the recognized production area and the suppression of the new farmers' associations. Similarly, in the case of the park, the current focus on a constraint-based scheme builds the barriers between the protected areas and the rest of the rural territory, which according to studies,⁷⁴⁹

⁷⁴⁸ Hartmann S., et al. (2015) *Stimulating spatial quality?: Unpacking the approach of the province of Friesland, the Netherlands*. European Planning Studies, vol. 24, no. 2, 297-315.

⁷⁴⁹ Barile, S., et al. (2016b). I parchi e le aree protette tra funzione di tutela e finalità di valorizzazione in ottica di sostenibilità. In: Golinelli, G.M. (Ed.), *Patrimonio culturale e creazione di valore. La componente naturalistica*, Kluwer Cedam, Padova, 67-113; Saviano

gradually tends to isolate the agricultural landscape from its context and results in a protected island concentrated on 'boutique' agriculture.

However, in terms of a governance structure, the parks in Italy seem to have more advantages than the farmers' associations. First, because the National Park is a public institution that has legally defined power to protect the concrete territory. Second, the protection of agricultural landscape enters into its function defined by the National Law, which along with the conservation of natural values, assigns to the Park the functions such as protection of the landscape; preservation of silvo-pastoral and traditional activities; conservation, restoration and enhancement of the 'historic agricultural landscape of Cinque Terre' and the human settlements present in the territory; as well as enhancement of the compatible productive activities. Also, the National Park has a scientific and didactic profile and can quickly produce positive outputs for what concerns scientific research, preservation, and education. Within the National Park, there are two research centers: the Center for Geological Risks Studies and the Center of Environmental Education, guaranteeing not only scientific reasoning to the actions but also the didactic modules aimed to raise the public awareness on the environmental and other risks present in the area. Another positive aspect of the governance by a state institution is that it must follow the rules on accountability and transparency. Therefore, the local community, scholars, and other interested actors are more likely to have easy access to the information and to be informed on the state of conservation works.

Nevertheless, there are still some significant challenges to face. First, is the rigidity of administrative and decision-making frameworks, which adds complexity to the management process. Although the Italian Environmental Law does require the National Parks to have such plans, currently, there is no such regulative instrument able to act in the supra-municipal level. The last Park Plan was expired in 2010, given new requirements for protection and valorization of the territory (about the new environmental regulations such as 'impact assessment' and 'strategic environmental assessment' (known as V.A.S.) set by the communitarian norms. Due to administrative troubles in 2011, the drafting of the new Park Plan has been postponed to the end of this year. According to the staff of the National Park, the new Plan may enter into force only in several years from now, taking into consideration the lengthy administrative process necessary for its approval. Therefore, currently, there is only the Management

Plan of the UNESCO, which certainly plays a strategic guiding and influencing role; however, it has only advisory status (not binding).

In addition, the rigidity of the administrative and decision-making framework also affects the efficiency of the internal organization of the Institution. Thus, currently, the Park has only eight contractual employees, which is insufficient to ensure an adequate level of protection, communication, cooperation, and relationships among multiple actors active in the territory. From that derives another issue, linked to the dependence on the public budget. Although the Park has its financial sources such as Cinque Terre Card, still, the state funds remain the primary income of the Park. In this regard, the Consortium appears to be more self-sustainable, since it has more diversified income sources, which also gives relative simplicity in the decision-making process. Thus, the ordinary income of the Consortium relies on the contributions of its members and admission fees, apart from the additional local, regional, and state funds for some medium and long-term projects. Overall, the Consortium members can be divided into three segments: 1) grape producers or smallholder farmers, 2) bottlers, 3) two types of wineries - large ones collecting grapes of the smallholder farmers, and private wineries, which mostly rely on their vineyards.

However, if we look at the organizational structure of the Consortium, we can see that the Administrative Board, which is the main decision making organ of the Consortium is composed exclusively of the representatives of the Large and private wineries, hence, without single representation from the part of smallholder farmers. The latter is considered to be represented by the Large Social wineries where their grapes are being sold. In such scenario, there is a risk that the interest of certain economic actors might suppress the interests of others, including those of simple residents and smallholder farmers. In Cinque Terre, the entities representing the interests of the local community and general interests prevail in the administrative board of the National Park (State and regional entities, the Community of the Park).

3.5.4. Local governance models in other agricultural landscapes in Europe

The management practices lead by farmers' associations, and the parks are widely used but not the only form of local governance. In order to have a broader view and provide practical recommendations for the management of agricultural landscapes, we need to consider the broad spectrum of the local governance models. The analysis of the internationally recognized agricultural landscapes across Europe has shown that the management of agricultural

landscapes at the local level most often led by the public administration (municipal, provincial or regional administrations), parks, farmers' associations, civil society, and ad-hoc institutions involving several entities (fig., 70).

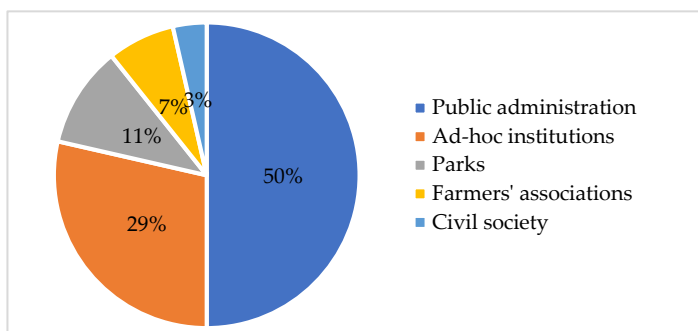


Figure 70. The types of the local governing bodies managing UNESCO and GIAHS agricultural landscapes in Europe.⁷⁵⁰

Thus, in the case of UNESCO agricultural landscapes, most often, the inscription to the heritage list is accompanied by the establishment of the ad-hoc, local governance entity in the form of associations, foundations, societies, foundations, or missions for the management of the World Heritage site. It is the case of Lavaux vineyards terraces (Switzerland), Langhe-Roero and Monferrato vineyards landscape (Italy), Climats of Burgundy (France), or Val d'Orcia cultural landscape (Italy) or pastoral landscape of the Vega Archipelago (Norway). However, in terms of organizational structure, these ad-hoc entities vary greatly. It concerns the degree of involvement and the power in the decision making of each entity, representing the variety of local interests.

The balanced integration of the local interest lead by the public administration or large producers

One of the representative examples of the ad-hoc institutions created for the management of agricultural landscape is the *Association Lavaux Patrimoine mondial*. The association was established following the inscription of the 'Lavaux, Vineyard Terraces' in the World Heritage List in 2007. Currently, it is the main

⁷⁵⁰ The data is based on the analysis of the UNESCO periodic reports, management plans, GIAHS Action plans, web-sites and statutes of the entities, as well as the secondary literature.

reference point for the municipalities, the Canton, and the Confederation in all matters concerning the administration of the site. It is a non-profit, public interest association. In addition to membership fees, it supported by various sources of funding, which mainly derives from the concerned municipalities. Its main functions are 1) promotion of the territory of Lavaux; 2) mediation, through establishing the collaboration between the different actors (winegrowers, residents, public administrations, institutions, tourists) to ensure unity in action; 3) administration of the WH site (periodic reports, monitoring).⁷⁵¹

Although the establishment of the Association was the initiative of the local public administrations, the composition of the decision-making committee has a good balance of the representatives of the various local interests: the mayors from the municipalities included within the UNESCO perimeter; a delegate from the Canton of Vaud; a delegate from the Community of Vine and Wine of Lavaux; a delegate from Montreux - Vevey Tourism; a delegate from a municipality in the Lavaux designation, outside the UNESCO perimeter; a representative of the hotel and restaurant owners of the Lavaux region (Auberge du Vigneron in Epesses); two representatives of the wine institutions of Lavaux; a delegate of the Lavaux cellar-bars; a representative from the federation of Vaud winegrowers (FVV); a representative of the cultural institutions of the Lavaux region (the Pully Museums); a representative of academic institutions; a representative of the Guild of Winegrowers and a representative of the Lavaux residents' group.⁷⁵² Thus, the Committee members range from public administration and residents to representatives of economic (winegrowers, tourism actors), scientific and cultural interests. This fact guarantees the representation of a variety of local interests.

A very similar governance model has been established in the vineyards of Burgundy and Champagne. In both cases, the candidature of the sites was accompanied by the establishment of the ad-hoc associations in charge of the World Heritage sites - *La Mission Climats de Bourgogne* and *La Mission Coteaux, Maisons et Caves de Champagne*. Both associations integrate the variety of the local stakeholders (local association, winegrowers, public administration, scientific council, a forum of citizens and civil society), although there might be a slight predominance of the large winemakers and local administrations in the decision-making process, as they lead the administrative boards.

⁷⁵¹ Based on personal interview with the site manager of the Lavaux vineyard terraces Corthay, J. (2018, June).

⁷⁵² The statute of the Association Lavaux: www.lavaux-unesco.ch/structure?lang=en

The cooperation of the local associations

Similarly, in the case of the pastoral landscape of the Vega archipelago (Norway), the Vega World Heritage Foundation was established specifically for the management of the newly inscribed UNESCO site. The board of the ad-hoc entity is composed of the representatives of the local administration, the Directorates for Nature Management and Cultural Heritage, Vega Borough Council, Helgeland Museum. Also, the foundation has a cooperative body of representatives from 18 local societies and associations, such as the touristic association, Hysværøyen Landowners' Association, Norwegian Society for the Conservation of Nature, Skogsholmen Community Association, Ytre Vega Farmers' and Smallholders' Association, Vega Farmers' Association, Vega Fishermens' Association, Vega Business Association, the Friends of the Vega Archipelago, Vega Junior and Secondary School, Nes-Holand Community Development Association, Skogholt Young People's Society, Vega Youth Council. The representatives of these associations can attend the board meeting, put forward suggestions for the work of the foundation but have no voice in the decision-making process.

A very similar form of local governance is used in the case of the Barroso Agro-sylvo-pastoral system in the North of Portugal. The recognition of the agricultural landscape as GIAHS in 2018 was the initiative of the Development Association of the Alto Tâmega Region (*Associação de Desenvolvimento da Região do Alto Tâmega*, known as ADRAT). It is an inter-institutional platform linking the main actors of the Alto Tâmega region, including the public administration, business associations, agricultural cooperatives, producer associations, and other local actors. The association founded in the 1980th, today aims: to promote the social and economic development in the rural region; to stop the depopulation of the rural area; to improve the quality of life of rural people, and to preserve the character and the cultural identity of the Alto Tâmega Region.⁷⁵³ The primary function of the association is the attraction of EU, state, and private funds to the region, through the management of the projects linked to environment, culture, tourism, and rural employment. Besides the project funds, the association depends on the regular and supplementary contributions of its members.

⁷⁵³ The statute of the ADRAT: <https://adrat.pt/wp-content/uploads/2017/09/EstatutosADRAT.pdf> (in Portuguese only).

The cooperation of the public administrations with limited involvement of the local stakeholders

In the case of the vineyards Langhe-Roero and Monferrato in the north of Italy, the ad-hoc association (*L'Associazione per il Patrimonio dei Paesaggi Vitivinicoli di Langhe-Roero e Monferrato*) has been established to coordinate and promote the candidature of the site prior to its inscription in the WH list. Currently, the primary function of the Association is linked to the implementation of the management plan for the UNESCO site and associated monitoring activities. It aims to increase the knowledge about the cultural landscape to enhance, promote, and contribute to the socio-economic development of the territory. Indeed, since its establishment, it had great results in the development of local tourism. The association was founded by the local and regional public administrations (Region of Piedmont, Province of Alessandria, Province of Asti, and Province of Cuneo). Currently, it collaborates with more than 70 municipalities and numerous local associations (in the field of viticulture, tourism, culture, and environment) both through the membership and project agreements. However, its main decision-making body, the Administrative Council, is composed exclusively by the representatives of the public administrations: Province of Alessandria, Province of Asti, Province of Cuneo) and the Region. Other municipality members, local associations, cultural organizations, and tourism actors are involved only on the level of memberships with little voice in the decision-making process. Such a form of the local government is also practiced in the cultural landscape of the Val d'Orcia (Italy). The society of the local municipalities (*'Val d'Orcia SRL'*) manages it. The pastoral landscape of Pyrénées - Mont Perdu (Spain and France) managed by *'Mission Patrimoine Mondial'* and the pastoral landscape of the Madriu-Perafita-Claror Valley (Andorra) managed by the ad-hoc Management Commission, governed by the concerned local and state administrations.

The local governance based on civil society activism and farmer's cooperation

The management and protection of agricultural landscape lead by civil society is an exception rather than a general phenomenon. However, it is important to discuss one of these rare examples so to understand the process and principles that generate active public participation in the decision-making process. This is the case of the Austrian Wachau vineyards cultivated along the Danube River. Here, the social capital activated by self-organization has resulted in the protection and the recognition of the agricultural landscape at the international

level. The Working Group Wachau (*Arbeitskreis Wachau*, AK) is a civil society organization that was established by two local winegrowers as an opposition to the construction of a hydropower plant putting at risk the morphological structure of the Wachau vineyards. The social awareness has protected the traditional agricultural landscape and has contributed to the following inscription of the area in the World Heritage List. Today, AK serves as a forum for 250 members representing different economic, societal, and cultural groups in all 13 municipalities, as well as citizens and friends of the Wachau. The goals the association are broad and includes the variety of the functions: the conservation and the maintenance of the tangible elements of the Wachau landscapes; the awareness-raising activities aimed to disseminate the knowledge on the values, tradition, and history in the landscape; implementation of biodiversity and nature conservation projects⁷⁵⁴. The association is closely linked to the EU LEADER programme, which co-funds the projects of the association.⁷⁵⁵ It is important to note that likewise, in other Austrian World Heritage sites managed by the public administration, in Wachau, the site management was officially delegated to the representative of the AK. The success of such collective action has pushed to the activation of similar NGOs (*Arbeitskreis Welterbe Wachau*) dealing with the maintenance and the protection of historical architectural ensembles.

Besides these associations, the vital role in sustaining the viability of the agricultural landscape is played by the local farmers' cooperative 'Vinea Wacau' (*Vinea Wachau Nobilis Districtus*). Since 1983, the association promotes the local wine culture and protects the registered trademarks (Steinfeder, Federspiel, and Smaragd) through the *Codex Wachau*. Branding of the vine helps to maintain the profitability of agriculture and promote the vineyards.

⁷⁵⁴ For example, mowing the steep grasslands threatened by the suspension of animal husbandry; elimination of the alien species, planting of native species and the protection of endangered ones.

⁷⁵⁵ Kieninger P., et al. (2016) Governance-mix for resilient socio-ecological production landscapes in Austria – an example of the terraced riverine landscape Wachau. In UNU-IAS and IGES (eds.), *Mainstreaming concepts and approaches of socio-ecological production landscapes and seascapes into policy and decision-making* (Satoyama Initiative), Thematic Review vol. 2, pp. 36-49

CHAPTER 4. DISCUSSION AND CONCLUSIONS

4.1. Theoretical reflections on the cultural dimension and multifunctionality of agricultural landscapes

The starting point of this thesis was to shed light on the broad and multi-faceted concept of the agricultural landscape. Within the framework of this research, the cultural dimension of the agricultural landscape is defined as an intrinsic characteristic manifested through its cultural values. The agricultural landscape is a result of the interaction between nature and man, and as such, it directly concerns the human realm and culture. The theoretical reflection has allowed differentiating two main characteristics inherent to agricultural landscape:

Multidimensionality. Besides the physical structure (such as productive landforms, associated infrastructure including the irrigation systems, terraces, stone walls, farmhouses, food processing industries, machines and tools, agro-biodiversity, rural settlements, vernacular architecture, transport and trade networks, as well as broader physical, cultural, and environmental linkages, and settings), the cultural (or heritage) dimension of agricultural landscape is also expressed in a set of intangible and socio-symbolic evidences illustrating every facet of agricultural land use activities (agro-biology knowledge, gastronomy, traditions, and other expressions of local communities' identity and belonging such as festivals and believes, as well as technical, scientific, and practical knowledge such as land use and food processing techniques, land and work management practices, expressions of social structures and functional organizations).

Multifunctionality. As the title of this thesis suggests, the agricultural landscape at once involves multiple functions. It is a socio-ecological structure with the productive function, a collective good (not necessary in the sense of ownership) continuously evolving in the process of food production. The agricultural landscape offers several products and services which are not limited to agricultural production. It provides the environmental services in terms of soil protection, climate change resilience, biodiversity, as well as socio-cultural services including the well-being (both physical and mental) and a sense of identity, which significantly influences the development of rural areas. Therefore, there is increasing recognition of agricultural landscape not only as a productive space, but also as a product of the interconnection between the environmental, economic, and social/cultural functions and services. The function of use makes the agricultural landscape a dynamic system, difficult to

deal with. The multifunctionality and multidimensionality imply the multitude of values, risk factors, actors, and interests that melt around the agricultural landscapes. Thus, the main groups of values generally assigned to the agricultural landscape are aesthetic, economic, environmental, recreational, historical, and scientific and identity values. The analysis has shown that the interaction among these values is complicated, while tourism and rural vitality appears to be essential elements integrating all value groups.

Further, the multidimensional and multifunctional nature of agricultural landscape involves a large diversity of actors (such as farmers, local communities, touristic business, visitors, scientists, local authorities, environmentalists), and variety of interests (such as access, preservation, valorization, rural development, economic, scientific and food security interests), which often diverge. The 'contested' nature of the agricultural landscape invokes the debates and experiences of people who have very different and often conflicting views. The overview of the empirical studies has also demonstrated that the agricultural landscapes are highly vulnerable for both nature (such as floods, fires, low precipitations, earthquakes, landslides, and cyclones) and human-caused (urban expansion, industrialization, agricultural intensification) risk factors. The risks caused by market volatility or geopolitical transformations are at the centre of threats affecting the cultural dimension of agricultural landscapes.

Not all agricultural landscapes are recognized and protected as heritage. There are several factors and dynamics in such recognition. The attribution of heritage values and significance to agricultural landscapes is directly associated with their physical dimension evaluated through the perceptive filters. In this context, the visible dimension of agricultural landscapes plays a crucial role because it transmits the fundamental characteristics of cultural heritage (such as historic, traditional, recreational, aesthetic value) more immediately. Often, the community or individuals attribute the heritage values that can be reflected in the protective actions towards the agricultural landscapes. However, two other scenarios should be taken into account. Thus, the attribution of heritage values by a community or individuals might follow by the legal and institutional recognition of agricultural landscapes. In this case, the recognition is often accompanied by a rigid selection process and criteria, involving the issue of categorization. The initiative to preserve the agricultural landscape can also start with the legal and institutional recognition of the agricultural landscape. It is the most controversial practice because the initiative to protect the heritage comes from the top, with an artificial, forced, or even non-existent involvement of the

local community. In this case, the heritage emerges from the selection process (often initiated by the government and supported by official regulations). The top-down 'heritagization' is often motivated by the will to use the agricultural landscapes as a source of socio-economic development in the rural areas at the risk of abandonment, via the touristic attractiveness of the territory. Such strategies principally rely on the tangible and aesthetic attractiveness of the territory, with little attention to the potential of agricultural landscape as a cultural and productive asset. Therefore, the 'heritagization' initiated by the legal or institutional recognition is rarely able to eventually raise public awareness and make sense of the protective actions, particularly in a long term perspective. The existence of different processes of 'heritagization' results in the agricultural landscapes that are viable systems, productive capital with cultural values at risk, or a mere heritage sites dependent on tourism, where agriculture plays an emblematic role. These dynamics can be best observed on the example of agricultural landscapes designated in the global heritage lists.

4.2. Comparing two global designations: In between protection and promotion

The research has allowed identifying an important role played by international NGOs in the process of 'heritagization' of agricultural landscapes. This section discusses the strengths and weaknesses of the instruments proposed by FAO and UNESCO. It is important to note that this discussion examines specific issues and does not pretend to construct a complete analysis of the global protection systems. The protection of agricultural landscape at the global level by 'cultural organization' and environmentalist organizations reflects the emergence of sectoral interests to the same 'public good.' The same not only in terms of the heritage typology (agricultural landscape) but also in terms of property because several agricultural landscapes are inscribed both in the UNESCO World Heritage/Tentative List and GIAHS Registry (for example *Ifugao Rice Terraces*, *Valle Salado de Añana*). This fact demonstrates the will of State parties/ local stakeholders to gain as many labels as possible. However, would the double designation mean the double protection for the agricultural landscape?

Although FAO and UNESCO have a similar approach to the protection of agricultural landscapes, their ultimate objectives are slightly different. First, if the ultimate goal of UNESCO is the building peace and understanding between the nations through the heritage protection, then FAO aims to fight against the food shortage, climate change, and other problems of humanity. Accordingly,

the concept that they have adopted also differ considerably. UNESCO protects the cultural landscapes and its intangible heritage, while FAO has developed the holistic concept of agricultural heritage as a system.

Second, if the main focus of the UNESCO Conventions is the heritage in itself (tangible and intangible), then the GIAHS program focuses on traditional (indigenous) knowledge and farmers that have created and continue to maintain these agricultural landscapes. It is important to note, that the UNESCO also protects the intangible heritage, but by separate Convention (2003). Thus, on the conceptual and operational level, there is somehow forced segregation of tangible and intangible dimensions of agricultural landscapes.

Third, the main selection criteria set by the World Heritage Convention are authenticity and integrity, which refer to the physical assets of heritage. While the GIAHS registry pays particular attention to the socio-environmental sustainability of the agricultural system, which can be eventually replicated in other territories, though, it does not provide concrete schemes or methodology of such replication.

Further, the values praised in the UNESCO World Heritage list are historic, cultural, natural, and scenic (aesthetic) values, whereas GIAHS are selected on the bases of their ingenuity, historicity, and natural values. Accordingly, the farmers who benefit the GIAHS designation are often indigenous people. Besides, the analysis has shown several differences between the global lists in terms of landscape typologies and their geographic distributions. Currently, the World Heritage List mainly includes the agricultural landscape of economically profitable crops (wine, olives) spread in the European continent. Those are mainly terraced landscapes and agro-pastoral systems. GIAHS registry instead is characterized by the diversity of crops, with a slight predominance of rice paddies from the South and East Asia. The program focuses mainly on the under-developed and developing countries.

In terms of the designation process, there are substantial similarities. The GIAHS was established on the already existing international expertise of UNESCO. In both cases, it is the Member State, or other authorities must submit the designation proposal. This fact interferes with direct communication between the local actors and the Secretariats. Both mechanisms of protection build upon legally non-binding instruments in the form of international conventions and treaties. In theory, the lack of direct enforcement power and financial incentives make them less attractive at the local level. However, in practice, both UNESCO and FAO mechanisms of protection have shown an international success in terms

of the agricultural landscapes listed as GHAS or UNESCO site. Although the implementation of the UNESCO Management Plans or GHAS Action Plans has no legal power, however, at the local level, these instruments are often taken as a useful measure for the management of the internationally recognized landscapes. In some cases, such non-binding instruments can even have an impact on the sectoral policies; think of harmonization of Park Plans or urban plans with the Management Plans for UNESCO sites, or vice versa, the adaptation of the UNESCO Management Plans to the availability of resources for rural development (e.g., PSR).⁷⁵⁶

After the designation of the sites, the GHAS and UNESCO Cultural landscapes are approached differently. First, if the Operational guidelines to the WHC speak about the protection, management, and enhancement of agricultural landscapes, GHAS focus on the so-called 'dynamic conservation.' Second, WHC proposes the monitoring of the state of conservation (SOC) based on the external expertise provided by the World Heritage Centre, and its Advisory Bodies (ICOMOS, IUCN). GHAS, on its turn, gives all responsibility for the monitoring of the sites to the local stakeholders. Third, although GHAS claims the necessity of a systemic approach, similarly to UNESCO, it protects the agricultural landscapes on a site basis, where the concrete protection zone must be defined. However, the implementation of protection, conservation, and management strategies bases on the Management (World Heritage List) and Action Plan (GHAS), both drafted by the local/regional stakeholders.

Overall, the system built on the World Heritage Conventions or GHAS affects only a special kind of agricultural landscape, that is, sites of outstanding universal value or sites of global importance. Thus, the central common feature of two protection mechanisms is that they both operate at the global level, and focus on the agricultural landscapes of universal and global value. As suggested by Lennon and Taylor (2012), *'globalization is a paradox, alerting the world to the values of cultural landscapes [...] and simultaneously homogenizing them via communication technics, tourism, trade, and market demands'*.⁷⁵⁷ Thus, regardless of the high number of differences between these global lists, they have similarities in terms of outcomes. Both contribute to the promotion of the territories at the national and international level and this way generate the new income sources (mainly through tourism). UNESCO and GHAS labels often endow the local products with a clear geographical and symbolic link to the landscape. The

⁷⁵⁶ The examples of such harmonization practices will be given in the next Chapter

⁷⁵⁷ Lennon J. L., Taylor, K. (2012). *Op.cit.*, p.347

primary adverse outcomes of both global lists are related to the increasing pressure from the tourism industry and commodification of heritage that is primarily supposed to be a source of identity for the local people. The table below structures the above discussed comparative analysis of the protection mechanisms.

Indicators	UNESCO Lists	GIAHS registry
<i>Ultimate goal</i>	Building peace and understanding between the nations	Food security and environmental resilience
<i>Adopted concept</i>	Cultural Landscapes	Agro-ecological Heritage Systems
<i>Focus</i>	Tangible and intangible heritage	Traditional (indigenous) agricultural knowledge and farmers
<i>Main selection criteria</i>	Authenticity, integrity	Sustainability and replicability of the systems
<i>Values praised</i>	Aesthetic, historic, cultural, natural	Traditional, historic, natural
<i>Farmers</i>	All	Often indigenous
<i>Benchmark</i>	Outstanding, Universal value	Global Importance
<i>Land use forms</i>	Mainly terraced agriculture and agro-pastoralism	Diverse
<i>Crops</i>	Mainly economically profitable crops (wine, olives)	Diverse crops with a slight predominance of rice paddies
<i>Geographic distribution</i>	Mainly Europe	Mainly South and East Asia
<i>Priority countries</i>	No priority	Developing or underdeveloped countries
<i>Submission of the proposal</i>	Member States	Appropriate State bodies
<i>Instruments</i>	Soft legal instruments	Intergovernmental programme supported by non-binding instruments
<i>Method</i>	Protection, management, and enhancement	Dynamic conservation
<i>Protection</i>	Site-based	Site-based
<i>Planning</i>	Management Plan	Action Plan
<i>Monitoring</i>	External bodies (World Heritage Centre, ICOMOS, IUCN)	Local stakeholders and state

Main positive outcomes	Promotion of the territory; generation of new income sources (mainly tourism)	Promotion of local production; generation of new income sources (mainly tourism)
Main negative outcomes	Tourism pressure, the commodification of heritage	Tourism pressure, the commodification of heritage

Table 14. Comparative analysis of the international protection of agricultural landscapes provided by UNESCO and FAO

Currently, the number of the inscription in the GIAHS registry is growing dramatically, while the number of agricultural landscapes designated as World Heritage remains stable, varying from two to six inscriptions every two years (fig., 71).

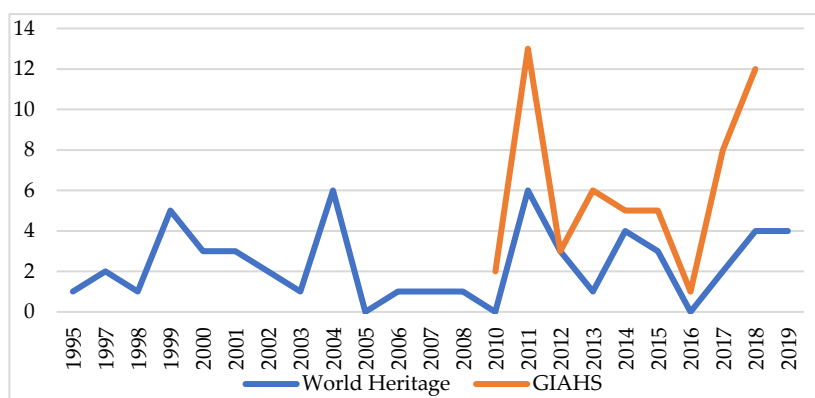


Figure 71. The number of agricultural landscapes designated as GIAHS and World Heritage by year

The increasing popularity and success of the GIAHS program has attracted the attention of the World Heritage Center and conducted to the organization of the first joint workshop of UNESCO and FAO in January 2018. The parties have drafted 14 Action Points to foster the collaboration between the two organizations in the protection of agricultural landscapes⁷⁵⁸. The parties have agreed to organize joint missions to World Heritage agricultural sites and discussed the possible cooperation of GIAHS with UNESCO's 2003 Convention (Intangible Heritage), LINKS program (Local and Indigenous Knowledge Systems), and IUCN projects.

⁷⁵⁸ 14 Action Points are available at: <http://www.fao.org/3/BU482en/bu482en.pdf>

4.3. The increasing complexity of the institutional and legal structures

The multifunctionality of agricultural landscapes attracts the multiplicity of public policies from different sectors representing the diversity of interests. These policies are at once complementary and competing. We cannot isolate the cultural, environmental, and economic dimensions of agricultural landscapes, and therefore the sectoral policies concerning the agricultural landscapes are highly interconnected and cannot be considered in isolation. It makes the agricultural landscape a critical conceptual articulation in which disciplines that are traditionally separated from a legal viewpoint (agricultural law, cultural heritage law, and environmental law) blend. Besides the interaction of the sectoral policy instruments among them, there is an increasing complexity of the institutional and legal structures within the same policy framework.

Agricultural landscape as cultural heritage

The protection of agricultural landscapes is significantly contributing to the corpus of international cultural heritage law. On the global scale, the concept of agricultural landscape as cultural heritage has achieved a full intellectual legitimacy with the recognition of cultural landscapes as an individual category of the UNESCO World Heritage List. Besides, the last decades have seen a continuous emergence of other international instruments recognizing and protecting the agricultural landscapes for their historic, environmental, and socio-economic values. Such recognition often intends the selection process targeted at the protection of 'emblematic' agricultural landscapes. In Europe, however, the ELC is gradually transforming selective protection towards a more inclusive approach to agricultural landscapes. The Convention has introduced the new definition of landscape '*as perceived by people*,' which implies its collective and individual appropriation. Within the framework of the Convention, the concept of agricultural landscape receives a new meaning, not only as a matter of historic value or aesthetic pleasure but also as a matter of identity and quality of life of people leaving there. With the almost unanimous ratification of the Convention by the European countries, the abandoned, degraded, and even industrialized agricultural landscapes have received a chance for attention. This inclusive approach to the agricultural landscapes relies on landscape planning, which is defined as a '*strong forward-looking action to enhance, restore, or create landscapes*.'⁷⁵⁹ It is supposed to address all types of

⁷⁵⁹ Art. 1 (f), CoE (2000). ELC

landscapes by introducing the regulation of use and interventions for each landscape area. However, the decision-making shall involve the consideration of public opinion. Thus, the ratification of the Convention implies the enforcement of the public participation that can be seen as an attempt to democratize the landscape protection.

Besides, landscape planning is used as a tool to move from a sectoral towards an integrated perspective in landscape protection. It imposes the State Parties to integrate the landscape matter in all sectoral policies and at all levels (local, regional, and national). Thus, the ELC differs considerably from other international treaties. It embraces the agricultural landscape in all its dimensions (such as cognitive, physical, environmental, productive, and cultural). Therefore, the ELC can be considered a cultural and environmental project of Europe, rather than a regular legal text entering within the framework of one sector. Public participation requires a considerable amount of financial and intellectual resources, while the Convention lacks the operative guidelines and criteria to ensure active participation. In this context, much depends on the state policy and strategies applied *in situ*.

However, within the national legislation, landscape planning is often developed as a sectoral policy limited to the decision-makers of the cultural or environmental departments. In Italy, the ratification of the ELC has occurred limitedly to the Code on Cultural Heritage and Landscape. According to Italian legislation, the agricultural landscape forms part of the definition of cultural heritage. However, we can observe a certain level of the conceptual division of agricultural landscape as a subject to landscape planning, and as a subject to individual restrictions of use and modifications. The latter includes the agricultural landscapes of particular aesthetic, environmental, and historic interest, which are approached within the functions of cultural heritage administrations (superintendence). This rigid operational system often bases the decision on the conventional logic of constraint. The landscape planning instead encompasses different forms of agricultural landscapes, including mundane, industrialized, abandoned, or degraded ones. This conceptual division between the landscape assets and the rest of the territory has resulted in the segregation of the administrative function of landscape protection and landscape planning.

The concentration of the landscape protection policy within the framework of cultural heritage policy results in a one-sided view on landscape protection. While the agricultural landscapes can be seen as cultural heritage, productive land or an environmental asset, depending on the user's perspective (e.g., farmer, environmentalist, producer, resident, and visitor), this logically requires

the involvement of the administrations from different sectors (Mibact, Mipaaf, Mattm) and their collaboration. The regional landscape plans are supposed to serve as a platform for the integration of the sectoral interests. Indeed, they are gradually transforming from the focus on the exceptional areas and provision of merely technical instruments towards a more comprehensive concept of landscape, its sustainable development, and the provision of the action-oriented projects. However, *de facto* effect of the 'new' landscape planning depends not only on national strategies but also on the local legislation and effective plans, which often lags and conflicts with the new regional landscape strategies. The research has demonstrated that the regional landscape planning system in Italy is currently evolving in a highly heterogeneous manner. In some regions, landscape plans were elaborated in complete isolation from the provisions of the territorial plans. In other regions, the elaboration of two regional plans has seen an interaction, although competing. Thus, the variety of administrative structures and levels involved implies an additional level of discrepancies in the implementation of the Convention.

The implementation of the ELC within the French legal system has followed quite a different path. The French landscape law (*la loi paysage*) focuses exclusively on the 'remarkable' and traditional landscapes. The protection of landscapes, as defined in the ELC, has accrued only with the adoption of the law n°2016-1087 that gave the legal bases to landscape atlases, taking into account all types of landscapes. However, it is not a proper planning system, but rather an awareness raising tool. It does not provide concrete recommendations and program of actions like the Italian regional landscape plans do. Unlike Italy, the French landscape law does not consider the regions as the primary decision-makers. The atlases are elaborated at the level of departments, which is the administrative level between region and municipality and carried out jointly by the State and the local authorities. The absence of the landscape plans at the regional level can make the protection of landscape highly fragmented. However, the French landscape law had considerable outcomes in terms of enforcement of landscape criteria in park protection, urban planning, rural development, and environmental impact assessment instruments. Regardless of the enforcement of landscape value within the sectoral legal instruments, the agricultural landscapes are still considered through the prism of environmental protection objectives and limitedly to their physical and visual dimensions.

The agricultural landscapes are created, transformed, and shaped by agricultural activities. Therefore, the protection and management of agricultural landscapes depend on agricultural policies far more than from other sectoral and territorial policies. It directly influences the behaviors and choices of the primary custodians of the agricultural landscape. Farmers base their decisions primarily on the economic aspects of the production, including the market, public incentives, and profitability of agricultural activity. In this context, the EU agricultural policy (CAP) plays an essential role in the protection of agricultural landscapes in Europe.

Regardless of the negative externalities of the post-war CAP (e.g., simplification of landscape mosaic, soil and water erosion, air pollution, and impoverishment of agrobiodiversity). Currently we can observe increasing attention of the CAP to the sustainability of agricultural production. The modern CAP is based on the joint provision of public and private goods. It means that farmers are remunerated not only based on their marketed production, but also for delivering of the broader public good services, which have no direct market value (e.g., cultural landscape or agro-biodiversity). It recognizes traditional agricultural landscapes as a part of the cultural and natural heritage. In contrast, the ecological integrity and the scenic value of landscapes are seen as important elements in the attractiveness of rural areas for business, tourism, and life in general. This 'landscape-oriented' approach is interpreted in two pillars. First, is the direct payments for the provision of agri-environmental 'benefits,' in the form of greening provisions and product quality schemes that enhance the competitiveness of the traditional production. Second is the rural development policy that takes a small portion of CAP expenditure and still considered to have a closer focus on the landscape preservation objectives. This incentive-based policy coordinates the actors of the rural systems to maintain certain behavior about the agricultural landscape. Indeed, the analysis of the rural development measures has allowed to identify at least seven measures that have direct (*investments in physical assets, basic services and village renewal, payments to areas facing natural or other specific constraints, restoring agricultural production potential damaged by natural disasters*) and indirect reference (*knowledge transfer and information actions, farm, and business development, agri-environment-climate payments*) to the protection of agricultural landscape.

⁷⁶⁰ This section is based on the author's publication: Salpina, D. (2019), *op. cit.*

However, the objectives behind the preservation of agricultural landscapes rather reverberate the congruence between the CAP and the EU environmental policy tools (Habitat Directive, Environmental Assessment Directives), with little or no reference to 'culture-driven' measures such as the preservation of traditional knowledge and agricultural practices. It sheds light on broader relations between heritage protection objectives and sectoral policies adapting to the global trends in terms of climate change, a decrease of biodiversity, and other environmental problems. Although the rural heritage and cultural values of agricultural landscapes are cited in several documents and web pages dedicated to the CAP, such considerations remain superficial since there is no specific policy focusing on the procedural methods for identification and protection of the cultural value elements present in the agricultural landscapes.

Regardless of a widespread acknowledgment of the environmental function of agricultural landscapes, changes in the attitudes of stakeholders operating *in situ* are inevitably slower. While the effectiveness of the rural development measures largely depends on their articulation and implementation on the grounds. Following the principle of subsidiarity, Italian regions have integrated the EU rural development measures within the regional agricultural policy. The way the policy measures are articulated at the regional level reveals the inflexibility of the regional plans to the morphological and socio-economic specificities of heritage sites. It further proves that the provision of the public goods of agricultural landscapes is still regarded as a by-product of land use activities.

The preservation of landscape and biodiversity was set forth as one of the nine objectives of the future CAP (2020-2027). Taking into account that the natural and cultural dimensions of agricultural landscapes are strictly interrelated, the next rural development policy shall increase the sensitivity to the cultural dimension of agricultural landscapes. In other words, there is a need for more inclusive policy measures for heritage agricultural landscapes in terms of both subjects supported by the programme and types of projects. The former can be implemented through the minimization of the requirement for the heritage agricultural landscapes in relation to their morphologic (e.g., small land properties) and socio-economic specifics (e.g., low economic income, aged farmers). At the same time, the projects should not be limited to the diversification of the farm activities through tourism or the provision of environmental services.

It is important to note, that the Italian agricultural policy goes beyond rural development objectives set by the EU. Italy is actively pursuing the national

policy to accelerate the competitiveness of the national production and protection of the label '*Made in Italy*'. Within this policy framework, it has developed several legal and institutional tools, which recognize and protect historic and traditional agricultural landscapes. The recent instruments are the National registry of historic rural landscapes and traditional practices, as well as the Consolidated Law on the vine and wine (*Testo unico vino*). It is important to note, though, that the law entirely builds upon the agricultural policy framework. Therefore, the protection of vineyards has been addressed through the prism of agricultural legislation. Overall, the Italian agricultural policy is providing adequate support for cultural landscape conservation, channeling a large part of the subsidies to support traditional practices in farming and forestry.

Agricultural landscape as an environmental asset

The interaction between agriculture and the environment is profound. Not only the agricultural landscapes host a significant amount of animal and plant species, but they are also a part of the environment. Therefore, environmental legislation directly concerns the way how agricultural landscapes are managed and protected. The EU does not address the protection of the agricultural landscape directly. However, landscape protection is considered in several EU environmental directives. Therefore, the research has focused on the legislation covering the interface between landscape, agriculture, and environmental protection within the EU and Italian national policies. The EU environmental legislations with the highest reach in the protection of agricultural landscapes are 1) Directive 92/43/EEC on the conservation of natural habitats and of wild fauna and flora (known as Habitats Directive); 2) Directive 2014/52/EU amending Directive 2011/92/EU on the assessment of the effects of certain public and private projects on the environment, known as EIA (environmental impact assessment); 3) Directive 2001/42/EC on the strategic environmental assessment of certain projects and plans, known as SEA (strategic environmental assessment).

Habitat Directive, to some extent, can be compared with the global lists as it protects only selected areas - 'habitats.' Within the Directive, the farmlands are addressed as a human-made 'container' of the important plant and animal species in Europe. Thus, the agricultural landscape is addressed through the prism of nature protection objectives. Although the text puts human-nature relation in the center of its protection strategies, the practice shows that the nature conservation objectives often suppress land-use practices. The inclusion

in the Natura 2000 network still gives several benefits for the farmland, including the labeling of the site, the increased opportunities for public funds, and scientific support. The last two are procedural and help to prevent the environmental impact of specific projects (EIA) and public programs (SEA). Besides, they are preventive tools, objected to addressing the possible environmental issues before they emerge. Both EU tools recognize the cultural heritage and landscape as an integral part of the cultural diversity of the EU. Therefore, the EIA Directive considers both the environmental and socio-cultural impacts of the project, including the impacts on the cultural heritage and landscape.

However, the concept of landscape within EIA is narrowly constructed since the assessment is limited to the visual impacts of assessed projects. The issue in this context is that there is no yet a common, comprehensive tool to assess the visual impact of a project on the landscape. In this context, the landscape undergoes a subjective assessment, which makes it an insufficient subject for juridical claims. Often landscape emerges as a secondary subject of claim after the impacts that can be counted (such as the biodiversity loss, soil, and water pollution). SEA Directive instead, addresses the landscape protection on the strategic level through the environmental assessment of the public plans. The effectiveness of the SEA relies on the participatory approach aimed to guarantee the involvement of civil society and the private sector in the policymaking process. However, as practice shows, the application of SEA is often limited to the formal procedure, with no real involvement of the public.

In Italy, the main legal framework supporting the implementation of the EU environmental assessment directives (SEA and EIA) is the Legislative Decree n. 152/2006, also known as Environmental Code (*Codice del Ambiente*). It assigns to the public administration the function of protection of the environment and cultural heritage, which must take a priority position in front of other public and private interests. It does not refer specifically to the landscape. However, considering that landscape makes part of the environment and cultural heritage, we can presume that the Code covers the physical dimension of agricultural landscapes as well. The Code provides that before the adoption of the socio-economic and territorial plans/programs (rural development, landscape, municipal plans, and plans on protected areas), the responsible authorities must draft the environmental report describing potential impact on environment and cultural heritage, including architectural and archaeological, landscape and the interrelation between these factors. However, the research has shown significant discrepancies in the SEA procedures at the regional scale. Thus, only one Region

refers exclusively to the national legislation in regards to SEA procedures, while in other 18 Regions and Autonomous Provinces, the SEA procedures were integrated limitedly to the urban and territorial governance legislations. It is important to take into account that a large number of Italian historic agricultural landscapes (pastoralism, forestry, fishing, and agriculture) are included within the territory of protected areas, covering a significant part of the national territory. The enclave technic that *'considers an area distinct from all around it, including habitat, landscape, and ecosystems'*⁷⁶¹ is the most spread technic in the contemporary nature conservation law.

Therefore, the research discusses the protection of agricultural landscape within the Italian Law on protected areas, park plans, and regulations. The Law does not give an explicit definition to the agricultural landscapes or agricultural activities. However, it refers to the agricultural landscapes within the framework of *'ago-silvo-pastoral'* (agricultural, forestry, and pastoral) activities. The adjective *'agro-silvo-pastoral'* in the Law and generally in the Italian language can be used with reference to the entire agrarian 'universe,' which allows avoiding the conceptual separation between cultivation, pastoralism, live-stock breeding and other forms of agricultural activities. Regardless of increasing recognition of the critical role played by the agricultural activities within the territory of the protected areas, the Law is still characterized by a robust constraint-based approach to all types of transformation and land use in the protected areas (e.g., new constructions). Such constraints are implemented through the system of 'multiple protection', including the park regulations, multiannual socio-economic, and park plan. The latter establishes the zoning system with concrete form of restriction and authorization procedures for the transformations and civic uses, including the agro-silvo-pastoral activities. In most of the protected zones (excluding the integral reserves), the agricultural activities are not forbidden, if they imply traditional agricultural technics compatible with the environmental objectives. However, there seems to be a certain level of interpretative ambiguity between the expressions of 'traditional,' 'according to traditional uses,' and 'not contradicting the park objectives.'

Overall, the protection of agricultural landscape in Europe and specifically in Italy currently involves a multiplicity of sectoral policy instruments, which makes their protection a complicated task. These institutional and legal instruments are summarized in Appendix M.

⁷⁶¹ Fisher E., et al. (2013), *op. cit.*, p.923: *'As a legal technic in nature conservation law, the enclave technic is concerned with identifying an area in which legal controls are placed on various activities.'*

4.4. Multifunctionality of agricultural landscapes expressed in the overlaps, links, and clashes of the sectoral planning systems and interests⁷⁶²

The coexistence of different legal instruments in terms of projection and subject matter results in the segregation of sectoral planning systems. In Italy, the legal and institutional pluralism characterizing the protection of the agricultural landscape is best reflected in the multiplicity of sectoral planning tools at the regional level. The protection of agricultural landscape can be articulated through the following sectoral planning instruments: 1) *spatial planning tools* including territorial plans and landscape plans; 2) *regional rural development plans* implementing the rural development measures of the communitarian agricultural policy (CAP); and *planning instruments of the protected areas* regulated by the National Law on protected areas n.394/1991. These planning tools function as operational instruments where the supranational, state, and regional policies merge and directly influence the protection of agricultural landscapes.

However, it is important to understand that the RDP follows a trajectory different from spatial and park plans. The RDP is a programming tool, which allocates the economic resources among a targeted group (often farmers), while the landscape and park plans represent the regulatory instruments. It has important implications for how these instruments are elaborated and on the heterogeneity of their subsequent implementation.⁷⁶³ Though, we cannot deny that the RDP has a direct effect on the protection of agricultural landscapes. Understanding the interaction between these policy instruments is crucial for inclusive and cohesive protection strategies.

Overlaps and incongruences of the territorial and landscape planning systems

The spatial planning instruments have an essential role in the protection of agricultural landscapes. In Italy, the spatial dimension of agricultural landscapes at the regional level mainly depends on two planning instruments, including territorial/urban plans regulated by the regional legislation; and landscape plans as established in the Code on cultural properties and landscapes. The protection and planning of the landscape is the primary function of landscape plans. While the territorial plans are at once responsible for the socio-economic, spatial, and

⁷⁶² This section bases on the author's article Salpina, D. (2020), *op. cit.*, rf: www.aedon.mulino.it/archivio/2020/1/salpina.htm

⁷⁶³ Spaziante, A. et al. (2012), *op. cit.*, 199-222.

environmental dimensions of the concerned territory scale (region, province, and municipality). Therefore, landscape protection is only one of their multiple objectives that can be suppressed by other interests. However, there is still a certain degree of parallelism between the regional territorial plans and landscape plans reflected in their territorial and functional overlaps. This issue has been addressed in Code n.42/2004, establishing that the regions can either develop a separate landscape plan or merge it with the existing territorial plan. Thus, in some regions, the territorial plans have been 'absorbed' by the landscape plans. While in others, they have remained as two separate instruments.

The case of the vine hills of Soave (Region of Veneto)

The Veneto region has chosen the first option. In 2013, the Region attributed the function of landscape planning (*valenza paesaggistica*) to territorial coordination plan (*piano territoriale regionale di coordinamento*, PTRC). Thus, two functions have been merged in one spatial planning instrument at the regional level. However, landscape planning, as defined by the national and regional legislation, hasn't yet been fully translated to the provincial and municipal plans, which brings to an additional level of heterogeneity of spatial planning system.

The vine hills of Soave is located within the border of two municipalities: Soave and Monteforte d'Alpone. Accordingly, the spatial planning of the territory is divided between two municipal plans. The general regulative plan of Soave (*Piano Regolatore Generale*, P.R.G) is drafted according to the regional urban law n.61/1985. Therefore, it is limited to the building regulations and technical norms of implementation and has little reference to landscape planning. While a portion of the vine hills within the territory of Monteforte d'Alpone enjoys a new spatial planning tool that meets better the requirement of landscape planning, it defines the areas subject to the transformations, conservation, and development, as well as the implementation of the concrete projects. Thus, the content and functions of two municipal plans differ considerably.

In this context, there is an increasing importance of the inter-municipal planning instrument that could ensure the integrity in the development of the vine hills, coordinated within two administrative units. This function can be performed by plans for landscape areas (*piani paesaggistici regionali d'ambito*) defined in the regional landscape plans. The PTRC of Veneto divides the territory into 39 landscape areas (*ambiti di paesaggio*) considering naturalistic and landscape interests. The vine hills of Soave is located within the borders of two landscape areas: '*ambito Lessinia*', and '*ambito Alta pianura Veronese*.' Each landscape has an

individual landscape plan defining the objectives of development, use, and spatial transformation. However, the fact of being part of two different landscape areas, involving different administrative units can create the stratification of the planning system for the vine hills and weaken their protection. This case demonstrates the major issue of the spatial planning system embedded in the lack of attention to the integrity of the agricultural landscape and the fact that it is rarely recognized as a landscape unit *per se*. However, the situation varies among the regions.

The case of the terraced agricultural landscape of Cinque Terre (Region of Liguria)

The Region of Liguria has chosen to keep two autonomous instruments of spatial planning: landscape plan and territorial plan (*Il Piano Territoriale Regionale, PTR*). The landscape plan incorporates a set of prescriptions and norms of use, the transformation, and the protection of the regional territory, including the natural protected areas. While the territorial plan (currently in the process of elaboration) will represent a strategic instrument for the spatial and socio-economic development of the territory. Despite the supposed autonomy of the plans, there is still a risk of overlaps in terms of landscape planning. First, because the plans cover the same territory and address similar objectives: 'the urban regeneration of the territory and the fight against the depopulation of the hinterland.' Second, because both territorial and landscape plans influence the municipal spatial planning tools.

In order to suit the new regional spatial planning regulations and to provide integral protection to the agricultural landscape, the municipal administrations of the Cinque Terre (Monterosso al Mare, Vernazza, and Riomaggiore) are currently drafting a new inter-communal urban plan (*Piano urbanistico intercomunale, PUI*). The preliminary version of the plan defines the rehabilitation of the agricultural terraces as the main objective of the local spatial policy, while the establishment of favorable conditions for the development of local agriculture as the primary measure in achieving this objective.

Regardless of the joint strategy, according to the local administrations, the major challenge in drafting the joint urban plan is divergent priorities. Thus, in Riomaggiore, due to the limited space, the tourist flux represents the main risk factor that shall be addressed in the first place. While in Monterosso and Corniglia this issue is not of primary importance, given more favorable morphological conditions. Despite different priorities, we can already observe the gradual integration of the inter-municipal plan to the logic of the regional

landscape planning system that classifies all territory of the Cinque Terre under one landscape unite (*sub-ambito*) '*Riviera di Levante*.' However, the local spatial planning in the Cinque Terre is not limited to the landscape and territorial plans. The agricultural landscape is protected by the National Park of Cinque Terre, which imposes additional planning tools and regulations to the spatial development of the territory.

To sum up, the research has demonstrates the complexity of interrelation between sectoral planning instruments, expressed in 1) spatial and functional overlaps of the territorial and landscape plans at the regional level; 2) incongruences of the spatial planning instruments at the local and inter-municipal level, which associate with the fact that the agricultural landscapes are not recognized as a landscape unit *per se*. Similarly, in France the multiplicity of other legal tools (urban, environmental, and rural codes) and associated administrative structures add complexity to the protection of French agricultural landscapes. There are functional and territorial overlaps of the territorial coherence schemes (*schémas de cohérence territoriale*, SCOT) and territorial directives (*directive territoriale d'aménagement*, DTA), both operating at the intercommunal level.

Duplication of functions by park protection and spatial planning regulations

Landscape plans and park instruments address the agricultural landscapes from different sectoral perspectives (nature protection vs. landscape protection). However, in practical terms, both plans are involved in the protection of the territory, including landscape protection, heritage, and environment. In terms of landscape protection, the provisions of landscape plans upstage the provisions contained in the territorial plans provided by the sectoral regulations, including those of the managing bodies in the protected natural areas. This principle has engendered several discussions. First, both plans have the nature of wide-area plans (it., *piano d'area vasta*). Second, they have the same function – the protection of historical, cultural, and landscape values.

In Cinque Terre, the park plan has not yet been approved. Currently, the park regulations replace the functions of the park plan in the protection of the protected area. The regulations define the types of activities and interventions subject to the park authorization (*nulla osta*) according to the park zones. It defines the protection of the agricultural landscape as one of the fundamental objectives of the National Park.

In addition to park authorization, there is also the landscape authorization procedure established by the spatial planning policy, more precisely the regional law n.13/2014 (the consolidated text of regional regulations in the field of landscape). It makes the distinction between the landscape authorization function assigned to the region and the local authorities. The entity responsible for the evaluation of the new project must check the conformity of the intervention with disciplines of the regional territorial and landscape plans, including the prescription of use, transformation, and the values of the protected landscapes. It means that specific intervention within the territory of the National Park can be subject both to *nulla osta* and landscape authorization, which creates the duplication of the administrative procedure. Because in both cases (landscape authorization and *nulla osta*), the evaluation shall consider the impact on the landscape and cultural value of the territory.

The relevance of the discussion is reflected in the appeal against the constitutional illegitimacy of the Regional Law of Liguria on the building and requalification of the urban heritage (n.22/2015). The case regarded the modifications to the law that defined the *nulla osta* as the only authorization procedure for the interventions in the territory of the parks. This way, it has omitted the necessity of the landscape authorization procedure as defined by the Code n.42/2004. The court has ruled against the Region for the violation of the Code, stating that *nulla osta* cannot replace the landscape authorization established by the national legislation. *Vice versa*, according to the national law on protected areas, all types of authorizations within the territory of parks are subject to preventive *nulla osta*. It means that without the consent of the park, the landscape authorization cannot be even requested. In this context, the duplication of the authorization function is unavoidable if the interventions concern the protection of landscape values.

Overall, the issue regarding the functional overlaps of the park and spatial planning authorities concerns mainly highly 'anthropized' protected areas where the protection of traditional agricultural landscapes is of primary importance. The existence of a multiplicity of actors responsible for the protection of the agricultural landscape within the same territory requires their collaboration on the procedural level. In practice, though, the collaboration practices in the form of '*conferenza di servizi*' are often ignored, at least in the case of landscape authorization procedure. This issue impedes the comprehensive evaluation of the environmental, landscape, urban, socio-economic, and other interests attached to the agricultural landscape.

In France, we can also observe a certain complexity of the relations between park instruments and urban plans. The case of the regional park of Oise-Pays de France has demonstrated that the park charters do not produce the same legal effects as the urban planning documents, as they are not enforceable against third parties, and they do not constitute planning documents within the meaning of the Urban Code. Similarly to the Italian park plans, the French park charters are considered the strategic instruments, with juridical force, operating at the inter-communal level. Unlike Italian park plans, the French park charters have less power in spatial planning. Similarly to Italy, we can observe the complexity of the decision-making regarding the spatial planning and landscape/environment protection interests in France. However, in France, there is a sort of convergence between spatial planning and environmental protection at the institutional level. Thus, both spatial planning and environmental protection are assigned to one directorate at the regional level (*Direction régionale de l'Environnement, de l'Aménagement et du Logement*, known as DREAL), which is the decentralized service of both the Ministry of ecology and the Ministry of Territorial Cohesion.

Clashes of interests: Rural development and landscape protection

The analysis of juridical cases regarding the agricultural landscapes in Italy has demonstrated the ubiquity of clashes between rural development and landscape protection interests. It can be referred to as the double function of the agricultural landscape as a private good with the socio-economic function and the function as a public good with socio-cultural function. The restrictions to landscape transformations established by the territorial or landscape planning systems are often considered as a form of 'disincentive' to the rural development and pressure to property rights. Thus, according to the court decision (*Cons. Stat., sez. IV, n. 5453, 2013.*), an absolute 'prohibition to build' in agricultural areas requires 'a specific and particular motivation,' because it can affect 'the legitimate expectation of the agricultural entrepreneur for the development of his business.' The case has outlined that the power of municipal urban planning has limits in relation to the productive function of agricultural areas.

The decision becomes even more complicated when it comes to the characteristic agrarian landscapes protected by law through the restrictions on landscape transformations (*it., vincolo paesagistico*). Thus, the Regional Administrative Court of Veneto (*T.A.R. Veneto, Sez. II 2 gennaio 2019, n. 9*) has ruled in favor of the superintendence that has refused the authorization for the cultivation of 38.000 sq. of vineyards. However, the agricultural farm previously received the

landscape authorization from its municipal administration. In a similar case, the initiative of an agricultural society to plant vineyards was first approved municipal commission and then refused by the *Soprintendenza*. The refusal was motivated by the fact that the cultivation of vine terraces would '*negatively affect the balance and harmony of the protected area, characterized by forest masses, [...] meadows and pastures of high natural value*' (Cons. Stat., sez. VI, n. 718, 2015).

Besides the clashes between the rural development and landscape protection interests, these cases demonstrate the divergences of views expressed by the local administration and regional authorities in relation to landscape authorization procedure. The issue has been addressed directly in the case, where the municipal administrations have accused the regional authorities in drafting the landscape plan, without the consideration of the socio-economic development needs and the risk of abandonment of the rural area that mainly rely on the agricultural activity. The court has ruled in favor of the region. It has outlined that the sustainable development principle does not mean that the socio-economic interest can prevail over landscape protection (TAR Sardegna, sez.II, Sent. n. 1810/2007).

This court decision brings us to article 145 *comma* 3 of the Code, according to which the landscape plans cannot be derogated and are cogent to all territorial planning instruments, including urban plans. It means that the landscape plans immediately prevail the different dispositions of the territorial plans, to an extent the landscape protection interest is concerned. In this view, the article 145 *comma* 4 of the Code requires the conformity of the municipal urban plans with the landscape plans. Regardless of the hierarchic primacy of the regional landscape plan over the municipal urban plans, it leaves room for adaptation and integration of landscape planning at the immediate level. The landscape plans focus on the broad and strategic planning of the regional territory. At the same time, the adaptation of these strategic lines to the realities of a single community is left to the municipal urban plans; the municipal plans must conform to the landscape transformation restrictions defined in the landscape plan unless the latter does not specify 'less relevant' areas, flexible to the provisions of the municipal plans. Thus, the regional landscape plans strictly limit the municipal plans by putting landscape protection over the socio-economic and development interest. In addition, the landscape plans are binding and cogent to the socio-economic planning instruments, including the rural development and other sectoral plans. These facts highlight the significant limitations of the regional landscape plans in relation to the agricultural landscape. Because the protection of the agricultural landscapes is intrinsically related to the socio-economic

development of rural areas currently experiencing an increasing depopulation and the lack of *main-d'œuvre*, crucial for the continuous maintenance of heritage. However, what is the place of landscape protection interest within the rural development policy?

Landscape planning vis-à-vis the rural development plans

Initially introduced as income support for farmers, the EU rural development policy currently recognizes traditional agricultural landscapes as a part of the cultural and natural heritage ⁷⁶⁴of Europe. This objective is articulated in several policy measures, including the investments in physical assets in rural areas, renewal of villages, development of farm business, and support for the restoration of agricultural production in the rural areas damaged by natural disasters. According to the principle of subsidiarity, in Italy, the regions adapt the policy measures to the local needs employing regional rural development plans (RDP). The competent regional entities, while drafting the RDPs and distribution of the funds, must take into consideration the territories protected by law and areas subject to specific land use forms.

The strategic environmental assessment procedure (known as VAS) ensures the compliance of the rural development plan with the disciplines and strategies established by RDP. According to the regulations, the assessment of RDP shall consider the possible impact of the plan on landscape and heritage, in addition to the effect on atmosphere, energy, hydrosphere, biosphere, waste, and soil. In practice, the VAS is often limited to the list of regulations on landscape and heritage protection. The qualitative and quantitative analysis is usually applied only to the environmental components (e.g., soil, water) of the area concerned. At the same time, the VAS, as applied to RDP, lacks a detailed assessment of the risks of the RDP measures to the landscape. The lack of conventional methods and comprehensive evaluation criteria for the landscape can be the first reason for this issue. There is no commonly recognized mythology to assess the visual impact of the new installations (e.g., windmills, processing industries, and hangars) on the landscape value. Second, the strategic environmental assessment mostly involves the experts from the environmental field, which might be the reason why there is an extensive analysis of the ecological aspects and the lack of attention to the landscape/heritage elements that require interdisciplinary expertise.

⁷⁶⁴ Salpina, D. (2019) *op. cit.*

Synergies of rural development measures with park instruments⁷⁶⁵

Rural development is often considered among the priorities of the park authorities. However, it depends on the importance (perceived and actual) of the agricultural activities for the identity of the park. In this context, we can observe the attempts of the park authorities to find the synergies with the rural development instruments. That is because the support provided within the EU rural development policy has increasing importance for the preservation of local agriculture and landscapes. Thus, during the previous and the current programming periods, the agricultural terraces of Cinque Terre have benefited the reconstruction of an aqueduct and the introduction of the network of monorail trains, which have paramount importance for the local agriculture characterized by a complex morphology. Thus, the funding for the protection and management of agricultural landscapes in the park plans largely relies on the EU and regional funds provided within the rural development measures. It is the practical evidence of the inter-dependence between nature protection and rural development within the protected areas.

However, it is important to consider that the Italian law on protected areas addresses the rural development through the prism and within the limits of the nature protection objectives. Therefore, while speaking about the protection of agricultural landscapes, the park plans mainly address traditional and biologic agricultural activities. The zones of the National Park of Cinque Terre, where the agricultural activities are allowed and even encouraged, concern only the activities conforming to the principles of biologic and traditional agriculture. Thus, the park plans are quite selective regarding the forms of agricultural activities.

In addition, there are several operational and normative issues limiting access to the funds by the local farmers. Those are the threshold set by the RDP, which is not adapted to the characteristic of heritage agricultural landscapes; the orientation mainly to the farms with specific economic capacity; the weakness of information channel between the responsible authorities and farmers. Similarly, in the case of Natura 2000 farmlands, the farmers have difficulty to benefit from the direct payments of the CAP due to eligibility issues such as the size of farm or parcel, the presence of trees, land tenure, or too high standards of environmental. Thus, the presence of trees in the forest pastures, at once represent valuable natural habitats and cultural landscapes, but do not always

⁷⁶⁵ This section is partly based on the author's publication: Salpina, D. (2019) *op. cit.*

fit into the framework of the RDP measures. In other words, the elements constituting the biodiversity value of the farmland often do not fit within the EU eligibility rules. It is the reflection of the gap between CAP strategies and the de-facto implementation of the CAP measures.

Therefore, in the next programming period, there is a need for more inclusive policy measures for heritage agricultural landscapes in terms of both supported subjects and types of projects. The former can be implemented through the minimization of the requirement for the heritage agricultural landscapes in relation to their morphologic (such as small land properties), and socio-economic specifics (such as low economic income and aged farmers). At the same time, types of projects shall not limit the diversification of farm activities through tourism or the provision of environmental services. In the heritage sites like Cinque Terre, the preservation of the agricultural landscape directly depends on the attractiveness of the local agriculture and farmers' income. The latter instead cannot rely only on the direct agri-environmental incentives. There is an increasing necessity in structural measures adapted to the needs of the specific sites, as well as the creation of favorable conditions for the development and active enhancement of the local production (e.g., the establishment of the *Consorzio tutela* for the Cinque Terre wines), including the preservation of traditional agricultural knowledge and practices. It would require the reservation of a part of the RDP funds for the heritage agricultural landscapes at the risk of abandonment.

Overall, the present and future synergy between the environmental protection and rural development interest would rely on the traditional and sustainable methods of agriculture, whose criteria should be defined through the collaboration of the nature protection (e.g., *Federparchi*, *Legambiente*, parks) and economic actors (e.g., farmers, farmers' associations, *Confagricoltura*).

4.5. Conclusions on the local management and governance practices

The management of the agricultural landscape is a complex and intricate process. It requires the consideration of many aspects, from agriculture and production to the promotion of the local culture, environmental education and involves a large number of actors with often conflicting interests. In Chapter III, the variables based model was applied to the following case studies: 1) the vine hills of Soave, characterized by a high-production rate of the agricultural activity; 2) and the agricultural terraces of the Cinque Terre, where the agricultural activity has gained an emblematic character.

First, the research has allowed identifying the multiplicity of the stakeholder involved in the management and governance process, their functions, and interests, which can evolve and change with the position taken by a stakeholder (e.g., farmer-producer or farmer-residents). Thus, the same actor can at once represent several interests and implement multiple functions. Such information is crucial for the management strategies, because it may prevent or mitigate the eventual conflicts.

Second, the variable based model can allow identifying the gaps of the management practices. Thus, the analysis has demonstrated the limited attention of the management strategies to certain aspects of agricultural landscapes. Thus, the intangible heritage of agricultural landscapes still lacks the attention of the local actors in both cases.

Third, the focus of the case studies has permitted understanding the contrast of the local governance and management mechanisms applied to agricultural landscapes. Thus, the role of the local governance body/coordinator can be implemented by various actors, regardless of the legal status (private, public) and functions assigned by law (such as nature protection, promotion, production, local administration).

The heterogeneity of locally adapted governance models, characterized by considerable institutional diversity can be associated with the plethora of protection mechanisms and public policies. In the territories characterized by a prosperous agricultural activity, the local governance of the agricultural landscape has a better involvement or even dominance of the farmers' associations. While in the case of environmentally significant agricultural landscapes, the local governance tends to concentrate within the power of public authorities (such as parks or municipal administration). The role of such entities is to coordinate the actions entering into a common interest of the local actors, precisely, the protection and enhancement of the heritage values. The function is crucial for the agricultural landscapes that involve more than one administrative, social, cultural, and other sub-districts. To guide and to improve the management strategies in agricultural landscapes, it is crucial to understand the limits and benefits intrinsic to each of the governance models including the principal interests at stake (e.g., promotion or protection), legally assigned functions, organizational structure, administrative framework, economic sustainability, the apparatus of control, and the overall principles and objectives behind the governance model.

The overall benefit of the governing bodies is that they act at the supra-municipal level, and therefore able to bundle resources and enhance the local cooperation. In Cinque Terre, the National Park serves as the common platform for the concerned territorial unites. While in the case of Soave vine hills, the Consortium enhances the local cooperation by mobilizing its members, regardless of two administrative districts (Monteforte d'Alpone and Soave) that they belong to. The main benefit of the governance model based on the farmers' Consortium is economic independence and relative freedom in the decision-making process. The farmers' consortiums can largely contribute to the viability of agricultural landscapes by supporting their production potential and by promoting the territory. Notably, the role of the consortiums as the custodians of geographic indicators is crucial for the viability of agricultural landscapes. However, a robust brand-related strategy can also lead to lock-in and to *'hamper experimentation and innovation'*.⁷⁶⁶ In this context, the viability and resilience of the rural areas rely on the capacity to balance innovations and traditional practices. Though, it is necessary to take into account that wine is a luxury commodity with high global demand. Therefore, it is doubtful that the same level of success could be expected in other types of agricultural landscapes (e.g., pastoral, or those focused on staple food production). The transferability of the experience of the Soave Consortium to other agricultural landscapes might, therefore, not be so easy.

Besides, there are several significant limits of the consortium based governance model expressed in its product-oriented strategy, the advisory status, and weak inclusiveness. That is because such farmers' cooperation, consortiums, or associations are often long-established lobbies challenging to be integrated with. The farmers' cooperations voice the economic concerns of its members (producers and farmers), and only after that the common concerns of a territory. This governance model contrasts with the governance based on the parks, whose function directly relates to the protection of agricultural landscapes through the protection of environmental and cultural values of the territory. The parks have a legally defined power assigned by the states or other administrative units, depending on the political structure of the country. It presumes the accountability and transparency of the entity of park, at least the existence of the framework, and a legal basis for accountability and transparency. Further, the parks often have the scientific and didactic profile, which associates with its

⁷⁶⁶ Hartmann S., et al. (2015) *Stimulating spatial quality?: Unpacking the approach of the province of Friesland, the Netherlands*. European Planning Studies, vol. 24, no. 2, 297-315.

inclusiveness. However, the limits of the parks such as a rigid administrative framework, decision-making process, and often the dependence from the public funds complicate its effectiveness as the local governing body.

Also, within the Italian legal and institutional context, there is a tendency to 'underestimate' the function of the parks as a mere environmental agency ('*agenzie ambientali*') devoted to providing environmental protection services. While in practice, they can serve as a strategic stakeholder and join the administrative unites often present in the large-scale agricultural landscapes. Besides, it is essential to take into account that the park system is often dominated by the enclave technic focused on a constraint-based scheme. This often results in neglected attention to the relationship of the park territory with its surrounding areas, which are important for the viability of the rural territory as a whole⁷⁶⁷. The overview of the local governance models as applied to other agricultural landscapes in Europe has shown the dominance of the governance models based on the local administration, and ad-hoc institutions in from of associations, foundations, societies, and missions. The representation and the involvement of the local stakeholders in such ad-hoc institutions vary considerably. Thus, in the case of agricultural landscapes with robust and productive potential (Lavaux, Bourgogne, Champagne), we could observe a balanced integration of the local interest lead by the public administration or large producers.

The situation is slightly different in the Italian UNESCO sites (Langhe-Roero and Monferrato, Val d'Orcia) and the Mediterranean pastoral landscapes (Madriu-Perafita-Claror Valley, Mont Perdu), where the local governance is based on the cooperation of the public administrations with limited involvement of other local stakeholders. In the case of the pastoral landscapes, we could observe the coalition of the local NGO, directed by individuals where the protection of the landscape, at least at first glance, is somehow detached from the economic interests and driven mainly by the necessity to revitalize the territory. It is the case of the pastoral landscape of the Vega archipelago in Norway and Barroso agro-sylvo-pastoral system in Spain. Although rarely, the management of the agricultural landscape can also be led by civil society organizations like in Wachau. Overall, the involvement of the civil society in the management and landscape planning is often considered the key element of the democratic decision-making process. Besides, the landscape-focused associations (such as AK) foster bottom-up processes and active citizenship. However, the civil society

⁷⁶⁷ Barile, S. et al. (2016b). *op. cit.*, 67–113.

based governance model, if not inclusive, can still suppress some interests. Besides, it is important to understand that such an organization is most often volunteering initiatives, relying on the engagements of a few active members. Particularly in the case of the historic agricultural landscapes in Europe, such initiatives mainly rely on the elderly population. Therefore it is not easy to consider the local governance model based on civil society organization as a long-term sustainable solution. Thus, the protection of agricultural practices and landscapes involves a complex task of managing public and collective interests and requires thorough knowledge of the territory.

4.6. Guiding principles for the management and governance of agricultural landscapes⁷⁶⁸

The main goal in the management and governance of agricultural landscapes is to ensure the integrity of the sustainable cycle, where the production of food results in the preservation of agricultural landscape and *vice versa* (fig., 72).

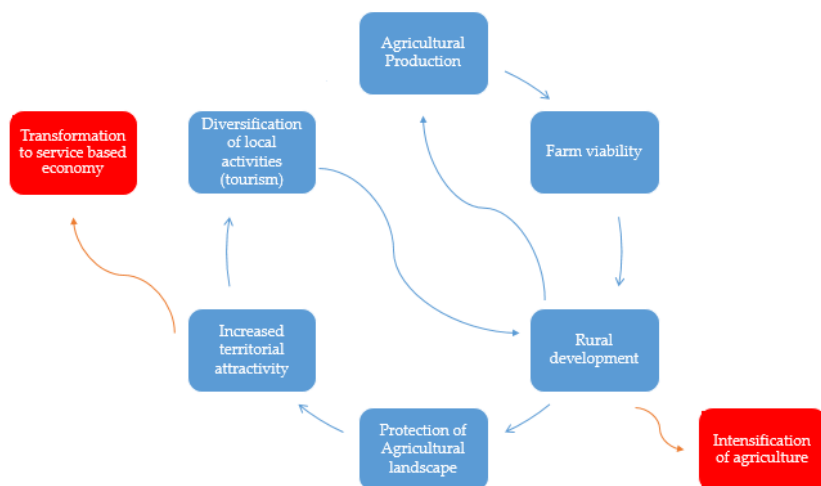


Figure 72. The points of deviation in the sustainable cycle of agricultural landscapes.

⁷⁶⁸ This section partly bases on the author's publication Salpina, D. (2020). op., cit. Rf: www.aedon.mulino.it/archivio/2020/1/salpina.htm

However, several factors affect the integrity of this sustainable cycle. The research on the case studies has demonstrated the two main points of deviations. The first point of deviation occurs when the purely economic interest outbalances the environmental and socio-cultural interests. It refers to the case of Soave, where the agricultural intensification strongly concurs with the landscape protection objectives.

The second deviation occurs in the point where the territory becomes highly attractive to the external visitors, and the major part of the local community prefers the service-based economic income to the farming activities. This deviation is well reflected in the case of Cinque Terre, where the tourism-based business has overshadowed the agricultural practices. While the conservationist approach may work for other cultural properties, its application to agricultural landscapes often leads to a negative impact on economic, ecological, and socio-cultural functions of heritage. Thus, there can be no 'one size fits all' approach or governance model for agricultural landscapes. However, few principles should be taken into account in developing the strategies for the management of agricultural landscapes as heritage. The observations made during the research, have allowed structuring the following guiding principles that can guide decision-makers (such as policymakers, site managers) and local communities in protecting and managing their agricultural landscapes:

Balance of interests. The management of heritage agricultural landscapes requires the balance of the competing interests, particularly those of land use and protection of the historic integrity of 'cultural resource.' The multi-faceted nature of agricultural landscapes often results either in hyper-fragmentation of the decision-making process or its concentration in one point (entity). Therefore the protection of agricultural landscapes in a long term perspective requires the recognition of all its functions and interests, including land use, environmental, social, heritage, which all are strictly related to the substrate of the landscape. In this context, there is a need in a governance model, oriented towards the management in a polycentric context at all levels and based on 'steering,' rather than on control.⁷⁶⁹

At the local scale, the management of the agricultural landscape shall focus on finding an adequate level of participation of the representatives of all interest groups present in the territory. There is a need for cooperation between a large number of stakeholders, including the farmers, traders, transport operators,

⁷⁶⁹ Pierre, J., Peters B.G. (2000), *Governance, Politics and the State*, Basingstoke: Macmillan.

tourists, archaeologists, and more, while it is important to take into consideration that one actor may have several interests. The research has demonstrated that the variables based analysis of the local management and governance practices can guide the decision-makers in the identification of the actors involved, their roles and interactions, so to shape the joint strategic management plan. For the local governance systems, like in Soave, the balance of sustainable cycle might be established through the introduction and support of the new actors in favor of the socio-cultural interests of the territory. In other words, there an increasing necessity to diversify the composition of the local governance actors by a better inclusion of research institutes, Universities, and environmentalists and NGOs already present in the territory. An excellent example in this context in the case is the Association Lavaux, which has established the balance of the different interests within its organizational structure. Thus, the balance of interests can be achieved through the diversity of professional backgrounds, interests, and ideas of the individuals/institutions composing the local governing entity. However, it is necessary to consider that interests are not fixed '*social constructs*'; they may transform and be transformed through interactions.⁷⁷⁰

Therefore, the variety and multiplicity of interests and associated conflicts require an adequate communication tool in the form of round tables or even the institutionalized structures in the form of associations and other local organizations. In the case of UNESCO sites, the interaction of local stakeholders often relies on territorial agreements and institutionalized forms of cooperation. However, such territorial agreements often lack inclusiveness. Therefore, attention shall be paid to improving both vertical and horizontal interactions of actors. Thus, in Cinque Terre, the Social Winery can be involved better to the activities of the Technical guarantee committee managing the UNESCO site, because it plays a crucial role in sustaining the economic profitability of the agricultural activities.

At the immediate level, the balance of interest intends the participation of the representatives of different interest groups in the decision-making process. While on a broader scale, sustainability in agricultural landscapes and agriculture as a whole depends on '*harmonic integration between contrasting trades-offs in search of a balance among human nutrition, ecological integrity, and economic*

⁷⁷⁰ See the fundamental studies on 'game theory': March, et al. (1976); Scharpf F.W. (1978)

development.'⁷⁷¹ Thus, on the regional or state level, it requires more structural changes that will create favorable conditions for the inter-sectoral co-operation and coordination of the sectoral policies.

Inter-sectoral co-operation. As was outlined in the Global Biodiversity Assessment conference (Paris, May 2019): '*Challenges related to climate change, natural deterioration and achieving a good quality of life for all are interconnected, and they need to be addressed synergistically, from local to global levels.*' Thus, the integration of the diversity of interests in the governance system involves inter-sectoral collaboration in all directions. At the state level, there is a need in an established process of dialogue between the concerned Ministries (agriculture, culture, and nature protection) and the administrative subdivisions (such as regions, cantons, provinces, districts, states) within the context of the planning instruments. Regardless of several barriers inhibiting the inter-sectoral co-operation (e.g., perceived loss of organizational identity, prestige or authority; inter-professional and intra-professional differences; different strategic goals),⁷⁷² the main challenge is their identification.

Besides the horizontal collaboration, the attention shall be directed to vertical communication, particularly in countries like Italy, where the regions play a crucial role in landscape policymaking. In Italy, the regional landscape observatories are assigned to establish such dialogue. However, these structures still need substantial improvements in terms of inclusiveness and operational structure. Thus, in the context of conventional sectoral structure, the policymakers can fail to look at things from a different perspective and see the 'big picture' in the protection of agricultural landscapes.

Coordination of the sectoral policies. In addition to the co-operation at the institutional level, efficient management of agricultural landscapes requires enhanced coordination and even integration of the sectoral policies,⁷⁷³ which are

⁷⁷¹ Caporali F., (2015) History and development of agroecology and theory of agroecosystems. In Monteduro M. et al (eds.) Law and Agroecology: A Transdisciplinary Dialogue. Springer, p.3

⁷⁷² Meijers E., Stead D. (2004) Policy integration: what does it mean and how can it be achieved? A multi-disciplinary review. Berlin Conference on the Human Dimensions of Global Environmental Change: Greening of Policies – Interlinkages and Policy Integration, p. 7

⁷⁷³ While the policy coordination means the adjustment of policies, the policy integration intends a cross-cutting policy-making that may result in a joint new policy. See Meijers E., Stead D. (2004) Policy integration: what does it mean and how can it be achieved? A multi-

characterized by traditional 'sector-stuck' perspective. The research has demonstrated the functional divergences and increasing complexity of the interrelations between the sectoral policy instruments. On the one hand, the multiplicity of sectoral policies provides more opportunities for the protection of agricultural landscapes, while on the other hand, a weak integration between them complicates the management.

Both in Italy and France, the main issue in the interaction of the sectoral planning systems relies on the poorly elaborated system of modification and update of the plans. At the same time, the territorial plans are often established as long term instruments, due to the complex process of their approval. The compliance with the agroecology principles often involves only the interaction of agricultural and environmental protection instruments, with limited application to the socio-cultural legislation. In this context, the protection of agricultural landscapes relies on a patchwork of legal and planning instruments, whose strategic objectives often conflict. There have been several suggestions on how to enhance the inter-sectoral collaboration for the sake of landscape protection including the necessity to convert the landscape plan into a sort of inter-sectoral plan through co-planning process of the decision-making departments involved in the governance of the territory (including the sectors of infrastructure, agriculture, tourism, and environment);⁷⁷⁴ the subdivision of territory based on landscape-environmental units suitable to support the integration of land-use, economic, agricultural, and landscape planning, instead of zones supporting the socio-economic development goals only.⁷⁷⁵

However, taking into account that the agricultural policies change every seven years and that the majority of the landscape plans were not adopted or even drafted, it is not very easy to assert that the landscape plans can ever go hand in hand with the agricultural policies. It brings us to the issue of divergences of the planning instruments in terms of their nature and structure, as all are differently scaled legal systems. Thus, the landscape and park plans are instead the regulative instruments, while the rural development plans are budget-linked programs, which has important implications for how these instruments are

disciplinary review. 2004 Berlin Conference on the Human Dimensions of Global Environmental Change: Greening of Policies – Interlinkages and Policy Integration, p. 15

⁷⁷⁴ Magnaghi A., (a cura di) (2016). *La pianificazione paesaggistica in Italia: stato dell'arte e innovazioni* (online source), Firenze University Press.

⁷⁷⁵ Tassinari P. et al. (2013). Dealing with agriculture, environment and landscape in spatial planning: A discussion about the Italian case study. *Land Use Policy* 30, pp. 739–747.

elaborated and on the heterogeneity of their subsequent implementation. Recently, there have been several discussions on the principle of *agroecology*⁷⁷⁶ as a form of inter-sectoral cooperation and policy integration, a 'trans-law' connecting the different legal fields but respecting their autonomy.⁷⁷⁷ Indeed, in the case of multifunctional resources such as agricultural landscape, food production, environmental and cultural dimensions are complementary and interdependent. Therefore, it requires cross-sectoral management at multiple levels. Currently, though, even the policy instruments claiming their conformity to the agroecological principles⁷⁷⁸ often fail in demonstrating policy integration. This demonstrates the complexity of such integration and the need for structural changes. Although such ideas may seem utopian, the different sectoral policies concerning landscape planning and management can be integrated and structured on a landscape level. The absence of such synergies depends on the capability of the local governance structures to maneuver the multiplicity of the public policies in favor of their territory. In this context, there is an increasing necessity in improving the process of co-planning both between the administrative and sectoral units, through improving the co-planning procedures and qualification of staff. It would inhibit the segregation of the regulative tools at the different administrative units, often involved in the large-scale agricultural landscape, and avoid the existing antagonisms of the planning instruments affecting the protection of agricultural landscapes.

The strategic environmental assessment that is already being actively used in many EU countries is a promising tool in the integration of sectoral planning instruments. The analysis of the sectoral policies in Italy has shown that all sectoral planning instruments are subject to the strategic environmental assessment. It legally binds the decision-makers to consider the other interests existing in the territory. Therefore, SEA could represent an assessment tool

⁷⁷⁶ In the glossary of OECD (2001) agro-ecology is defined as '*the study of the relation of agricultural crops and environment*'.

⁷⁷⁷ De Molina M.G. (2013). Agroecology and Politics. How To Get Sustainability? About the Necessity for a Political Agroecology, *Agroecology and Sustainable Food Systems*, 37:1, pp. 45-59; Monteduro M., et al. (2015) Law and Agroecology. *Transdisciplinary Dialogue*. Springer, 2015; Gonzalez R.A., et al. (2018) Translating Agroecology into Policy: The Case of France and the United Kingdom. *Sustainability* 2018, 10, p. 2930; doi:10.3390/su10082930; Anderson C.R., et al. (2019) From Transition to Domains of Transformation: Getting to Sustainable and Just Food Systems through Agroecology. *Sustainability* 2019, 11, p. 5272; doi:10.3390/su11195272

⁷⁷⁸ FAO (2018). The 10 elements of agroecology. Guiding the transition to sustainable food and agricultural systems. Rf: <http://www.fao.org/documents/card/en/c/I9037EN>

capable of balancing the legal instruments of various dimensions. In other words, it could bridge the gap between the sectoral and territorial legislations influencing the agricultural landscapes.

However, we could also observe several limits that impede the application of the tool to a full degree. The first limit refers to the quality of the assessment concerning the landscape, which can be explained both by the lack of the commonly accepted qualitative and quantitative tools of landscape impact analysis, and the lack of interdisciplinary expertise during the assessment process, particularly from the social sciences. It brings to the limited attention and even overlooks the intangible component of the landscape within the rural development plans.

Upholding the continuity of the agricultural activity. Likewise, other heritage categories, the degradation of the agricultural landscape, is often caused by human inaction, rather than destructive actions. Therefore, the conventional conservationist approach does not work for agricultural landscapes, which instead requires *'the sensitive consideration of development.'*⁷⁷⁹ That is because the risk of land abandonment directly depends on the dynamics in the agricultural market and public policy. More precisely, it is the flexibility of the farm-enterprise to the market dynamics and its economic sustainability that predicts the preservation of agricultural landscapes through generations. Thus, the policymakers shall pay thorough attention to the socio-economic potential of the territory, expressed both in the human capital and the favorable conditions for the development of the local entrepreneurship.

In the case of Cinque Terre, the attention shall be made on adequate support for the development of the agricultural business and the creation of new agricultural unions. Besides, there is a need for strategic marketing for the local wine (by the Agricultural Consortium), so to augment its value in the international market. Besides the policy measures and the public incentives for the development of the local entrepreneurship, much depends on the integration of innovations with traditional agricultural knowledge.

Overall, the traditional approach to cultural resource protection and management should shift from the preservation of the fabric to a more profound concept of continuous development. However, such an approach is yet to be understood and introduced to the educational programs and technical training of the future and present site managers.

⁷⁷⁹ Strecker, A. (2018) *op.cit.*, p.177

Diversification of local economic activities. The protection of the historic agricultural landscape enhances the attractiveness and viability of rural areas. In addition to the development of the productive function, the attention shall be given to the diversification of the local economy by service-based businesses. Such diversification is a central component of resilience, which was defined by Walker et al. (2004) as *“the capacity to absorb disturbance and reorganize while undergoing change to retain essentially still the same function, structure, identity, and feedbacks.”* For this research, resilience is used to describe some agricultural landscapes and systems that can maintain their identity, structure, and functions in the face of internal and external changes. Both in Soave and Cinque Terre, there is a need to develop agri-tourism services involving not only the existing microstructure but also small scale farmers. It is essential to take into account that sustainable tourism shall concentrate not only on wealth creation but also on environmental education and awareness-raising objectives.

Fostering active citizenship. The legal protection mechanisms are essential in the protection of the agricultural landscape. However, it can preserve only a small portion of environmentally or historically remarkable agricultural landscape. In contrast, the majority of historic agricultural landscapes have been preserved to our times only because of the local communities and the values that these communities have attributed to their landscapes.⁷⁸⁰ Thus, the concept of agricultural landscape is deeply rooted in the sense of place and identity. The management strategies require the recognition of the local communities as the main stewards of their landscapes. As notes by Logan and Smith (2017), the protection of heritage in general *‘does not depend alone on top-down interventions by governments or the expert actions of heritage industry professionals but must involve local communities and communities of interest.’*⁷⁸¹ The local landscape-focused civil society organization can foster bottom-up processes and active citizenships.

However, the practice shows that civil society activism is a natural process, which may emerge in case of risks compromising the public interests. The initiative to establish civil society organizations by the local authorities would result in an artificial involvement while it is crucial to foster the emergence of civil society organizations, both on a legal basis and through the awareness-raising campaigns.

⁷⁸⁰ As noted by Dal Piaz (2009, *op. cit.*, p. 185): *‘Ed è chiaro che ancora oggi i paesaggi contemporanei più qualificati sono quelli dei territori in cui abitanti proseguono tale consapevolezza.’* In *‘Il paesaggio nella pianificazione urbanistica e territoriale’*.

⁷⁸¹ Logan W., Smith L. (2017) *op. cit.*, p.1

There is a need to support the involvement of the local communities through appropriate training and awareness raising campaigns on the heritage values of agricultural landscapes, the importance of their voice in the landscape planning and control, as well as their responsibility to consolidate their heritage. However, the courses only are not enough. There is a need for a more systematic and profound approach directed to didactic education to cultivate volunteering initiatives among the young generation.

4.7. Conclusions

The overall purpose of the research was to deepen the understanding of agricultural landscape as a heritage category and to clarify the implications of the multifunctionality on its protection and management. The main question addressed in this research was *whether and how the multifunctional nature of agriculture influences the protection and management of the agricultural landscape as a heritage?*

In order to answer this question, the research investigated the agricultural landscapes from conceptual, legal, and managerial perspectives focusing on the following objectives and sub-questions:

1. To clarify the concept of agricultural landscape as a heritage and its multifunctionality: *What makes productive land a heritage? What implies the multifunctional nature of agricultural landscapes?*
2. To provide the interpretation of the views and perspectives manifested in the supranational and national legal scenarios and institutional mechanisms: *Whether and how the multifunctionality influences the legal and institutional protection of agricultural landscapes? What are the main clashing aspects affecting the legal and institutional protection of agricultural landscapes?*
3. To provide the guiding principles for the management and governance of agricultural landscapes that can effectively address their multifunctional nature: *Which are models of local governance applied for the management of agricultural landscapes? Whether and how the multifunctionality is reflected in the local management and governance practices?*

The variety of scenarios through which an agricultural landscape becomes a heritage results in various typologies of heritage agricultural landscapes,

including the agricultural landscape as a productive capital with the cultural values often at risk; or an agricultural landscape as a mere heritage site with an emblematic role of agriculture and dependent from touristic activities. These dynamics can be best observed on the example of agricultural landscapes designated in the global protection mechanisms proposed by UNESCO (Conventions 1972 and 2003) and UN FAO. The protection mechanisms are similar in terms of procedures and monitoring processes, while different in terms of selection criteria and conceptual interpretations. It results in different typologies of heritage agricultural landscapes recognized by the international community. However, the 'heritagization' of agricultural landscapes based only on international or national recognitions doesn't guarantee the viability of the agricultural systems, requiring the balance of multiple functions (economic, cultural, and environmental). The multifunctional nature of the agricultural landscape is embedded in an array of interconnected values, the multiplicity of human and nature-caused risk factors, as well as the dynamics of interests involved.

Within the legal framework, the multifunctionality implies the coexistence of the multiplicity of sectoral policies and the diversity of interests that they represent. The research has demonstrated that the international legal framework for the protection of agricultural landscapes is becoming increasingly sophisticated and institutionally embedded, both at the communitarian and national levels. A large number of international legal and institutional instruments have some bearing upon the agricultural landscape, either directly or indirectly. Therefore the analysis of the institutional and legal instruments in Europe and Italy was structured according to three main functions of agricultural landscapes, including 1) heritage function, which involves the European Landscape Convention, the Italian Code on Cultural properties and Landscapes, as well as the regional landscape planning instruments; 2) productive function, including the measures of the EU rural development policy and the regional rural development plans in Italy; 3) environmental function covering a series of nature and environmental protection tools, such as the Habitat Directive, the EU Environmental Assessment Directives, the Italian Environmental Code, as well as Park Plans regulated by the law on protected areas.

At the communitarian level, we can observe a dialogue between ELC, Rural development regulations, and environmental directives. In contrast, at the national level, the involvement of the different legal instruments in terms of projection and subject complicates the protection of agricultural landscapes.

In Italy, the interaction of the sectoral policies is best reflected through the sectoral planning instruments at the regional level, as they represent operational tools where the supranational, state, and regional policies merge. The research has demonstrated the complexity of interrelation between sectoral planning instruments, expressed in 1) spatial and functional overlaps of the territorial and landscape plans at the regional level resulting in the incongruences of the spatial planning instruments at the local and inter-municipal level; 2) duplication of landscape authorization function by landscape plans and park regulations; 3) clashes of landscape protection and rural development interests, expressed through the interrelation of local and regional spatial planning instruments; and 4) increasing synergies of rural development measures with landscape and park instruments.

The overlaps and incongruences of the spatial planning system can be associated with the fact that the regional and supra-municipal spatial plans rarely recognize and treat the agricultural landscape as an integral landscape unit. The different levels of protection established by two or more spatial planning instruments may result in the segregation of agricultural landscapes and impact their integrity.

The duplication of the landscape authorization function established by park and landscape planning systems often results in clashes between rural development and landscape protection interests revealed in multiple juridical proceedings. This issue often derives from the lack of coordination between landscape, park, and urban plans and interconnectedness of the landscape development strategies.

At the same time, we can also observe synergies in the interaction of park and landscape planning instruments with rural development plans, given increasing the sensibility of the EU agricultural policies to environmental and landscape protection matters. The rural development is often seen among the priorities of the park and landscape management strategies, depending on the importance of agricultural activities for the identity of the concerned territorial units. However, we shall take into account that these planning instruments are differently scaled legal systems. Landscape and park plans are the regulative instruments, while the rural development plans are budget-linked programs. It has an important implication for rationality and integrity in the implementation of the planning instruments.

Both rural development and nature protection policies do not consider agricultural landscape as a heritage *per se*, but through the prism and within the limits of environmental or/and nature protection objectives. Therefore, the park

plans in Italy are selective in regards to agricultural activities allowed in the protected areas (traditional and biologic agricultural activities). Similarly, rural development measures are shaped according to the environmental protection objectives, with limited attention to the cultural dimension of agricultural landscapes. Currently, the main legally binding instrument ensuring the compatibility of the sectoral plans with other interests existing in the territory is the strategic environmental assessment (SEA). Nevertheless, SEA often involves only the experts from the environmental field, resulting in an extensive analysis of the environmental aspects and a lack of attention to the landscape/heritage elements that require interdisciplinary expertise. The application of SEA to the RDPs has a limited concern to the landscape protection objectives. The landscape planning process instead often involves only the public authorities and the experts in the field of landscape and urban planning, while the entities from the sector of agriculture are rarely consulted.

In this context, the main complexity concerning the protection of agricultural landscapes seems to lie in the lack of cooperation between the sectoral decision-makers. Both in Cinque Terre and Soave, due to the absence of one integrated regulatory framework, currently several plans and protection regulations concur to ensure the management of the property. Also, most of these plans are outdated and do not conform to the current legislation. The new versions of these plans are in the process of approval or elaboration. In this context, the protection of the agricultural landscape remains perplexed.

These circumstances underline the necessity in identification and analysis of gaps in the protection of agricultural landscapes, not only through the perspective of administrative organizations involved but also on the way how these planning activities are performed, particularly in regards to their aims and logic. In other words, the coexistence of several planning instruments requires a systematic process of monitoring and coherence check of the objectives defined and the actions proposed. While sectoral plans can be coordinated between them, they must remain distinctive and autonomous, following the principle of one interest to one plan.

Within the management framework, the focus was made on two cases of Soave vine hills and the terraced agricultural landscape of Cinque Terre. Both are vine landscapes, recognized as heritage at the global level. However, the role of agricultural activities in their rural economies differs considerably. In Soave, vine growing and winemaking activities represent the basis of the local livelihood. In contrast, in Cinque Terre, the agricultural activity is gradually converting to an emblematic element of the territory rather than its driver. Based

on the analysis of primary sources including the management plans and regulations, field observations and 16 semi-structured in-depth interviews with the local stakeholders, the study has allowed drawing the 'map' of the interactions and interdependencies between the main stakeholders, their functions, and to identify the key governing entities. The research results have suggested that the plethora of protection mechanisms and public policies, at the local level, to some extent, is reflected in the heterogeneity of locally adapted governance models. The latter characterized by considerable institutional diversity depending on the prevalence of individual interests over the others.

In this context, the sectoral fragmentation of public policies at the local level is observed through the diversity of locally applied governance models. The role of the local governance body/coordinator can be implemented by various actors, regardless of the legal status (private, public) and functions assigned by law (such as nature protection, promotion, production, local administration). Thus, in the case of Soave, the main local governing body is the Consortium of farmers, while in Cinque Terre is the National Park. It suggests that in the territories characterized by a prosperous agricultural activity, the local governance of the agricultural landscape has a better involvement or even dominance of the farmers' associations. While in the case of protected agricultural landscapes, the local governance tends to concentrate within the power of public authorities (such as parks or municipal administration). The collective benefit of both governance bodies is that they act at the supra-municipal level, and therefore able to bundle resources and enhance the local cooperation. However, there are several differences in terms of limits and benefits. Thus, if farmers' consortiums often have economic independence from the public funds, which gives a certain degree of freedom and simplicity of decision making. In contrast, the park entries are often bound by the public budget and have a relatively rigid administrative framework that complicates its operation.

Nevertheless, the parks are objected to balance the interest present in the territory, while the farmers' Consortium prioritizes the interests of its members. Besides the farmers' consortiums and parks, the overview of the local governance models as applied to other agricultural landscapes in Europe has shown the dominance of the governance models based on the local administration, and ad-hoc institutions in from of associations, foundations, societies, foundations, and missions. No matter the type of the local governance model, the protection of agricultural practices and landscapes involves a complex task of managing public and collective interests and requires thorough knowledge of the territory.

Overall, the structure of the research allows discovering the governance of agricultural landscapes at two levels. The first level is the 'external' governance systems, focused on the above-discussed supra-national and national political structures and instruments (legislation, programs, and plans) that shape the strategies of protection and management at the supra-national, state and regional levels. The second level is the local governance systems, focused on the actors, interests, and their interactions, which influence the protection and management of agricultural landscapes directly.

The research on the case studies has demonstrated the two main points of deviations. The first point of deviation occurs when the purely economic interest outbalances the environmental and socio-cultural interests. It refers to the case of Soave, where the agricultural intensification strongly concurs with the landscape protection objectives. The second deviation occurs in the point where the territory becomes highly attractive to the external visitors, and the major part of the local community prefers the service-based economic income to the farming activities. There can be no 'one size fits all' approach or governance model for agricultural landscapes. However, few principles should be taken into account in developing the strategies for the management of agricultural landscapes as heritage, including the balance of interests, inter-sectoral cooperation, coordination of the sectoral policies, upholding continuity of the agricultural activity, diversification of local economic activities, and fostering active citizenship.

4.8. Limitations of the study and future works

The first limitation of the research resides in the geographic scope of the study. The research grounded in the European context and prevalently addresses the Italian legal and institutional framework for the protection of agricultural landscapes. Regardless of the uniformity of the legal system at the EU level, the legal and institutional structures vary greatly among the EU countries. Therefore, analogous studies can be conducted in other countries. Such studies may base on the interpretations of the supranational instruments provided in this research. It would allow constructing a complete picture of the protection and management framework for agricultural landscapes in Europe.

The second limitation of the research is predicted by the time constraint. The thesis addresses the cultural, environmental/natural, and economic dimensions of agricultural landscapes focusing on selected legal and planning instruments, including landscape protection, rural development, and park instruments. A

myriad of legal and institutional tools and topics (such as soil, water and plant protection, private and public property rights, use of agricultural land, food security, and agricultural market regulations) have remained out of the framework of this research.

Therefore, another strand for future work would include the analysis of the interaction of the sectoral policies within the framework of the policy subjects mentioned above. Besides, the research has shown the emergence of the polemics concerning renewable energies and agricultural landscapes. On the one hand, there is developing climate change and environmental issues. On the other hand, there is the issue of the visual impact. This question alone can become the subject for future research in the field of heritage protection.

The third limit of the research is the constant dynamics in the protection and management of agricultural landscapes, including the change of actors, policies, and regulations. Even in a half-year period, we can already observe the emergence of new actors and policy instruments that change the situation for Soave and Cinque Terre. Therefore, the conducted study on local governance and management practices could be repeated. It would enable the understanding of the evolution of agricultural landscapes in a longitudinal perspective, while the increase of the sample size and geographical span of the case studies would improve the accuracy of the results.

Besides, the application of the variables-based analysis proposed in this research to agricultural landscapes in other counties would allow comparative analysis. One of the questions that have emerged during the research and that was not adequately addressed in this thesis is: *Should we try to retain the local communities in traditional agricultural landscapes for the sake of conserving heritage values, although the productive function of such landscapes has lost its significance?* The agricultural landscapes are not likely to persist if they have no productive function and if they are not managed within the contemporary context. In that context, *what meaning would bear the agricultural landscapes and practices that have been preserved intentionally?*

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Appendix A. The register of agricultural landscapes inscribed in the UNESCO World Heritage List⁷⁸²

Name	Country	Criterion	Date of inscription	Agricultural activity
Rice Terraces of the Philippine Cordilleras	Philippines	(iii)(iv)(v)	1995	rice
Costiera Amalfitana	Italy	(ii)(iv)(v)	1997	viticulture
Portovenere, Cinque Terre, and the Islands (Palmaria, Tino and Tinetto)	Italy	(ii)(iv)(v)	1997	viticulture
Ouadi Qadisha (the Holy Valley) and the Forest of the Cedars of God (Horsh Arz el-Rab)	Lebanon	(iii)(iv)	1998	cereal farming
Viñales Valley	Cuba	(iv)	1999	viticulture
Jurisdiction of Saint-Emilion	France	(iii)(iv)	1999	viticulture
Pyrénées - Mont Perdu	France and Spain	(iii)(iv)(v)(vii)(viii)	1999	agro-pastoralism
Hortobágy National Park - the Puszta	Hungary	(iv)(v)	1999	viticulture
Sukur Cultural Landscape	Nigeria	(iii)(v)(vi)	1999	agro-pastoralism
Wachau Cultural Landscape	Austria	(ii)(iv)	2000	viticulture
Archaeological Landscape of the First Coffee Plantations in the South-East of Cuba	Cuba	(iii)(iv)	2000	coffee
Agricultural Landscape of Southern Öland	Sweden	(iv)(v)	2000	pastoralism
Fertő / Neusiedlersee Cultural Landscape	Austria and Hungary	(v)	2001	agro-pastoralism
Alto Douro Wine Region	Portugal	(iii)(iv)(v)	2001	viticulture
Aranjuez Cultural Landscape	Spain	(ii)(iv)	2001	viticulture
Upper Middle Rhine Valley	Germany	(ii)(iv)(v)	2002	viticulture
Tokaj Wine Region Historic Cultural Landscape	Hungary	(iii)(v)	2002	viticulture
Quebrada de Humahuaca	Argentina	(ii)(iv)(v)	2003	agro-pastoralism
Madriu-Perafita-Claror Valley	Andorra	(v)	2004	agro-pastoralism
Þingvellir National Park	Iceland	(iii)(vi)	2004	agro-pastoralism

⁷⁸² As for September 2019. Selection of the author based on the database of the Cultural Landscapes of UNESCO

Val d'Orcia	Italy	(iv)(vi)	2004	agro-pastoralism
Orkhon Valley Cultural Landscape	Mongolia	(ii)(iii)(iv)	2004	pastoralism
Vegaøyan – The Vega Archipelago	Norway	(v)	2004	fishing
Landscape of the Pico Island Vineyard Culture	Portugal	(iii)(v)	2004	viticulture
Agave Landscape and Ancient Industrial Facilities of Tequila	Mexico	(ii)(iv)(v)(vi)	2006	agave
Lavaux, Vineyard Terraces	Switzerland	(iii)(iv)(v)	2007	viticulture
Kuk Early Agricultural Site	Papua New Guinea	(iii)(iv)	2008	agro-pastoralism
Coffee Cultural Landscape of Colombia	Colombia	(v)(vi)	2011	coffee
Konso Cultural Landscape	Ethiopia	(iii)(v)	2011	agro-pastoralism
The Causses and the Cévennes, Mediterranean agro-pastoral Cultural Landscape	France	(iii)(v)	2011	agro-pastoralism
Cultural Landscape of the Serra de Tramuntana	Spain	(ii)(iv)(v)	2011	olives
Cultural Landscape of the Serra de Tramuntana	Spain	(ii)(iv)(v)	2011	viticulture
Ancient Villages of Northern Syria	Syria	(iii)(iv)(v)	2011	agro-pastoralism
Landscape of Grand Pré	Canada	(v) (vi)	2012	agro-pastoralism
Cultural Landscape of Bali Province: the Subak System as a Manifestation of the Tri Hita Karana Philosophy	Indonesia	(ii)(iii)(v)(vi)	2012	rice
Bassari Country: Bassari, Fula and Bedik Cultural Landscapes	Senegal	(iii)(v)(vi)	2012	agro-pastoralism
Cultural Landscape of Honghe Hani Rice Terraces	China	(iii)(v)	2013	rice
Vineyard Landscape of Piedmont: Langhe-Roero and Monferrato	Italy	(iii)(v)	2014	viticulture
Palestine: Land of Olives and Vines – Cultural Landscape of Southern Jerusalem, Battir	Palestine	(iv)(v)	2014	pastoralism
Trang An Landscape Complex	Viet Nam	(v)(vii)(viii)	2014	rice
The par force hunting landscape in North Zealand	Denmark	(ii)(iv)	2015	hunting
Champagne Hillsides, Houses and Cellars	France	(iii)(iv)(vi)	2015	viticulture
The Climats, terroirs of Burgundy	France	(iii)(v)	2015	viticulture
Cultural Landscape of Maymand	Iran	(v)	2015	agro-pastoralism

Kujataa Greenland: Norse and Inuit Farming at the Edge of the Ice Cap	Denmark	(v)	2017	pastoralism and hunting
The English Lake District	UK and Northern Ireland	(ii)(v)(vi)	2017	agro-pastoralism
Pimachiowin Aki	Canada	(iii)(vi)(ix)	2018	hunting, fishing
Aasivissuit – Nipisat. Inuit Hunting Ground between Ice and Sea	Denmark	(v)	2018	hunting
Thimlich Ohinga Archaeological Site	Kenya	(iii)(iv)(v)	2018	pastoral
Tehuacán-Cuicatlán Valley: originary habitat of Mesoamerica	Mexico	(iv)(x)	2018	agaves, yuccas and oaks
Budj Bim Cultural Landscape	Australia	(iii)(v)	2019	fishing
Landscape for Breeding and Training of Ceremonial Carriage Horses at Kladruby nad Labem	Czechia	(iv)(v)	2019	pastoralism, horse breeding
Le Colline del Prosecco di Conegliano e Valdobbiadene	Italy	(v)	2019	viticulture
Risco Caído and the Sacred Mountains of Gran Canaria Cultural Landscape	Spain	(iii)(v)	2019	pastoralism

Appendix B. The register of UNESCO intangible heritage associated with agriculture and agricultural landscapes⁷⁸³

Intangible Heritage	Country	Type	Date of inscription
Moussem of Tan-Tan	Morocco	celebration	2008
Kihnu cultural space	Estonia	craftsmanship	2008
Hudhud chants of the Ifugao	Philippines	ritual	2008
Gióng festival of Phù Đông and Sóc temples	Viet Nam	celebration	2010
Houtem Jaarmarkt, annual winter fair and livestock market at Sint-Lievens-Houtem	Belgium	celebration	2010
Traditional Mexican cuisine - ancestral, ongoing community culture, the Michoacán paradigm	Mexico	food related	2010
Mibu no Hana Taue, ritual of transplanting rice in Mibu, Hiroshima	Japan	ritual	2011

⁷⁸³ As for September 2019. Selection of the author based on the database of the Intangible Heritage of UNESCO

Nan Pa'ch ceremony	Guatemala	celebration	2013
Kimjang, making and sharing kimchi in the Republic of Korea	Republic of Korea	food related	2013
Mediterranean diet	Cyprus, Croatia, Spain, Greece, Italy, Morocco and Portugal	food related	2013
Chovqan, a traditional Karabakh horse-riding game in the Republic of Azerbaijan		game	2013
Ancient Georgian traditional Qvevri wine-making method	Georgia	know-how	2013
Knowledge, skills and rituals related to the annual renewal of the Q'eswachaka bridge	Peru	ritual	2013
Coming forth of the masks and puppets in Markala	Mali	celebration	2014
Traditional knowledge and skills in making Kyrgyz and Kazakh yurts (Turkic nomadic dwellings)	Kazakhstan and Kyrgyzstan	craftsmanship	2014
Argan, practices and know-how concerning the argan tree	Morocco	know-how	2014
Know-how of cultivating mastic on the island of Chios	Greece	know-how	2014
Traditional agricultural practice of cultivating the 'vite ad alberello' (head-trained bush vines) of the community of Pantelleria	Italy	know-how	2014
Tchopa, sacrificial dance of the Lhomwe people of southern Malawi	Malawi	ritual	2014
Ví and Giặm folk songs of Nghệ Tĩnh	Viet Nam	ritual	2014
Oshituthi shomagongo, marula fruit festival	Namibia	celebration	2015
Manufacture of cowbells	Portugal	craftsmanship	2015
Classical horsemanship and the High School of the Spanish Riding School Vienna	Austria	know-how	2015
Traditional knowledge and technologies relating to the growing and processing of the curagua	Venezuela (Bolivarian Republic of)	know-how	2015
Coaxing ritual for camels	Mongolia	ritual	2015
Tugging rituals and games	Cambodia, Philippines, Republic of Korea and Viet Nam	ritual and game	2015
Falconry, a living human heritage	Germany, Saudi Arabia, Austria, Belgium, United Arab Emirates, Spain, France, Hungary, Italy, Kazakhstan,	know-how	2016

	Morocco, Mongolia, Pakistan, Portugal, Qatar, Syrian Arab Republic, Republic of Korea and Czechia		
Argungu international fishing and cultural festival	Nigeria	celebration	2016
Winegrowers' Festival in Vevey	Switzerland	celebration	2016
Charrería, equestrian tradition in Mexico	Mexico	know-how	2016
Craft of the miller operating windmills and watermills	Netherlands	craftsmanship	2017
Nsima, culinary tradition of Malawi	Malawi	food related	2017
Chogān, a horse-riding game accompanied by music and storytelling	Iran (Islamic Republic of)	game	2017
Kok boru, traditional horse game	Kazakhstan	game	2017
Traditional system of Corongo's water judges	Peru	know-how	2017
Colombian-Venezuelan llano work songs	Colombia and Venezuela (Bolivarian Republic)	ritual	2017
Traditional spring festive rites of the Kazakh horse breeders	Kazakhstan	celebration	2018
Picking of iva grass on Ozren mountain	Bosnia and Herzegovina	celebration	2018
Horse and camel Ardhan	Oman	game	2018
Art of dry stone walling, knowledge and techniques	Croatia, Cyprus, France, Greece, Italy, Slovenia, Spain and Switzerland	know-how	2018
The skills related to perfume in Pays de Grasse: the cultivation of perfume plants, the knowledge and processing of natural raw materials, and the art of perfume composition	France	know-how	2018

Appendix C. Globally Important Agricultural Heritage Systems of UN FAO

Name	Country	Date of registration	Type of agricultural activities
Rice Fish Culture	China	2005	rice, fishing
Wannian Traditional Rice Culture	China	2010	rice
Hani Rice Terraces	China	2010	rice
Andean Agriculture	Peru	2011	agro-pastoralism
Engaresero Maasai Pastoralist Heritage Area	Tansania	2011	agro-pastoralism
Oldonyonyokie and Olkeri Group Ranches, Southern Kenya	Kenya	2011	agro-pastoralism
Chiloé Agriculture	Chile	2011	agro-pastoralism
Oases System in Atlas Mountains	Morocco	2011	agro-pastoralism
Ghout System	Algeria	2011	dates
Noto's Satoyama and Satoumi	Japan	2011	mixed crops
Sado's Satoyama in Harmony with Japanese Crested Ibis	Japan	2011	mixed crops
Gafsa Oases	Tunisia	2011	mixed crops
Shimbwe Juu Kihamba Agro-forestry Heritage Site	Tansania	2011	mixed crops, forestry
Ifugao Rice Terraces	Philippines	2011	rice
Dong's Rice Fish Duck System	China	2011	rice, fishing
Saffron Heritage of Kashmir	India	2011	shaffron

Aohan Dryland Farming System	China	2012	agro-pastoralism, forestry
Koraput Traditional Agriculture	India	2012	rice, fishing
Pu'er Traditional Tea Agrosystem	China	2012	tea
Managing Aso Grasslands for Sustainable Agriculture	Japan	2013	agro-pastoralism
Kunisaki Peninsula Usa Integrated Forestry, Agriculture and Fisheries System	Japan	2013	agro-pastoralism, fishing
Kuajishan Ancient Chinese Torreya	China	2013	mixed crops
Kuttanad Below Sea Level Farming System	India	2013	mixed crops, fishing
Traditional Tea-grass Integrated System in Shizuoka	Japan	2013	tea
Urban Agricultural Heritage – Xuanhua Grape Garden	China	2013	viticulture
Jiaxian Traditional Chinese Date Gardens	China	2014	dates
Jeju Batdam Agricultural system	Republic of Korea	2014	mixed crops
Qanat Irrigated Agricultural Heritage Systems, Kashan	Islamic Republic of Iran	2014	mixed crops
Xinghua Duotian Agrosystem	China	2014	mixed crops, fishing
Traditional Gudeuljang Irrigated Rice Terraces in Cheongsando	Republic of Korea	2014	rice
Takachihogo-Shiibayama Mountainous Agriculture and Forestry System	Japan	2015	agro-pastoralism
Minabe-Tanabe Ume System	Japan	2015	Apricot plantation
Al Ain and Liwa Historical Date Palm Oases	UAE	2015	dates
Ayu of the Nagara River System	Japan	2015	fishing
Floating Garden Agricultural Practices	Bangladesh	2015	mixed crops, fishing
Fuzhou Jasmine and Tea Culture System	China	2015	tea
Siwa Oasis	Egypt	2016	date palm production
Diebu Zhagana Agriculture-Forestry-Animal Husbandry Composite System	China	2017	agro-pastoralism, forestry

Osaki Kôdo's Traditional Water Management System for Sustainable Paddy Agriculture	Japan	2017	mixed crops
The Cascaded Tank-Village System (CTVS) in the Dry Zone of Sri Lanka	Sri Lanka	2017	mixed crops
Chinampa system in Mexico	Mexico	2017	mixed crops
Huzhou Mulberry-dyke and Fish Pond System	China	2017	mulberry, fishing, silk
The Agricultural System of Valle Salado de Añana	Spain	2017	salt
Traditional Hadong Tea Agrosystem in Hwagae-myeon	Republic of Korea	2017	tea
Malaga Raisin Production System in La Axarquía	Spain	2017	viticulture
Argan-based agro-sylvo-pastoral system within the area of Ait Souab-Ait and Mansour	Morocco	2018	argan trees cultivation, pastoralism and agroforestry
Barroso Agro-sylvo-pastoral System	Portugal	2018	agro-pastoralism, forestry
Geumsan Traditional Ginseng Agricultural System, Republic of Korea	Republic of Korea	2018	ginseng
Nishi-Awa Steep Slope Land Agriculture System	Japan	2018	mixed crops
Xiajin Yellow River Old Course Ancient Mulberry Grove System	China	2018	mulberry
Olive Groves of the Slopes between Assisi and Spoleto	Italy	2018	olive oil production
The Agricultural System Ancient Olive Trees Territorio Sénia	Spain	2018	olive oil production
Rice Terraces in Southern Mountainous and Hilly areas	China	2018	rice
Qanat-based Saffron Farming System in Gonabad	Islamic Republic of Iran	2018	shaffron

Soave Traditional Vineyards	Italy	2018	viticulture
Grape Production System in Jowzan Valley	Islamic Republic of Iran	2018	viticulture
Traditional Wasabi Cultivation in Shizuoka	Japan	2018	wasabi

Appendix D. Overview of the Regional Landscape Plans in Italy.⁷⁸⁴

Regions	Denomination of the Regional Landscape Plans	State (conforming the last modifications of the Code 42/2004 in Legislative Decree n.157/2006 and n.63/2008)			
		Approved		In process of drafting/update	None ⁷⁸⁵
		(MiBAC)	(Region)		
Abruzzo	PRP (Piano Regionale Paesaggistico)			Plan currently in force - 1990	
Basilicata	PPR (Piano Paesaggistico Regionale)			Plan currently in force - 1999	
Calabria	QTRP (Quadro Territoriale Regionale Paesaggistico)		2016		
Campania	PTR/p (Piano Territoriale Regionale con valenza paesaggistica)				Plan currently in force - 2008
Emilia-Romagna	PTPR (Piano territoriale paesaggistico regionale)			Plan currently in force - 1993	

⁷⁸⁴ The table cases on the data collected in December 2018

⁷⁸⁵ Regions of Sicily, Trentino Alto Adige and Val d'Aosta have full autonomy in landscape planning matters. While the Regions of Campania and Molise simply did not started the drafting or updating of their landscape plans

Friuli-Venezia Giulia	PPR (Piano Paesaggistico Regionale)	2018			
Lazio	PTPR (Piano Territoriale Paesaggistico Regionale)			Plan currently in force - 2007	
Liguria	PTCP (Piano territoriale di coordinamento paesistico)			Plan currently in force - 1990 The new landscape plan and territorial plans are not yet adopted	
Lombardia	PTPR (Piano Territoriale Paesistico Regionale)			Plan currently in force - 2001	
Marche	PPR (Piano Paesistico regionale)			Plan currently in force - 1989	
Molise	PTPAAV (Il Piano territoriale paesistico ambientale regionale)				Plan currently in force - 1989
Piemonte	PPR (Il Piano paesaggistico regionale)	2017			
Puglia	PPTR (Piano Paesaggistico Territoriale Regionale)	2015			
Sardegna	PPR (Piano Paesaggistico Regionale)			Plan currently in force -2006	
Sicilia	PTPR (Piano Territoriale Paesistico Regionale)				Plan currently in force - 1999

Toscana	PIT (Piano di Indirizzo Territoriale con Valenza di Piano paesaggistico)	2015			
Trentino-Alto Adige	PUP (Piano Urbanistico Provinciale di Trento)				Plan currently in force - 2008
Umbria	PPR (Piano Paesaggistico Regionale)			Half of the plan was pre-adopted by the Region in 2012	
Valle d'Aosta	PTP (Piano territoriale Paesistico)				Plan currently in force - 1998
Veneto	PTRC (Piano Territoriale Regionale di Coordinamento)			Plan currently in force - 1992 The modification to the plan were adopted in 2009 and 2013, but not yet approved	

Appendix E. RDP (2014-2020) measures concerning the preservation of heritage agricultural landscapes⁷⁸⁶

Measure	What it supports?	How it can influence the preservation of agricultural landscapes?	Positive (+)/ Negative (-) Impact
(1) Knowledge transfer and information actions	(Art. 14) Vocational training and skills acquisition actions, demonstration activities and information actions.	The support provided within this measure can be used in organization of training courses aimed to preserve traditional knowledge and agricultural practices, and therefore help to	+

⁷⁸⁶ This table was published in Salpina, D. (2019), *op. cit.* It bases on the Regulation (EU) No 1305/2013 of the European Parliament and the Council of 17 December 2013 on support for rural development by the European Agricultural Fund for rural Development (EAFRD) and repealing Council Regulation (EC) No 1698/2005. It is important to note that section 'What it supports' does not necessary include all support aspects, but only those selected by the author according to the objective of the research. The estimation of influence indicated by the symbols positive (+) and negative (-) are qualitative and subjective, based on preventive estimations of the author.

		maintain the heritage agricultural landscapes and enhance the local production.	
(4) Investments in physical assets	(Art.17) Improvement of the overall performance and sustainability of the farm through modernization (water and energy saving), as well as other improvements linked to agri-environment-climate objectives.	This effect of this measure is twofold. On the one hand, it may benefit the environmental dimension of agricultural landscapes. On the other hand, the effect of such modernizations can affect the aesthetic, cultural or historic values of heritage agricultural landscapes.	+-
(5) Restoring agricultural production potential damaged by natural disasters and catastrophic events and introduction of appropriate prevention actions	(Art. 18) Risk management and mitigation; the restoration of agricultural land and production potential after nature caused disasters.	This measure is particularly relevant for the fragile agricultural landscapes	++
(6) Farm and business development	(Art. 19) Business start-ups of young farmers; development of small farms; development of non-agricultural activities.	This measure can help to balance the age of the farmers and therefore abandonment of historic agricultural landscapes. In the case of development of small farms, the effect can be twofold, because it may result in the enlargement of land parcels, and therefore bring to the simplification of land mosaic. What concerns the development of non-agricultural activities, its benefit will depend on the type of future activities. Thus, not balanced development of agritourism may bring to partial abandonment of agricultural activities in favor of hospitality services.	+-
(7) Basic services and village renewal in rural areas	(Art. 20) Drawing up and updating of management and protection plans for Natura 2000 sites and other areas of high	The measure can benefit the tangible dimension of agricultural landscapes (e.g., restauration of rural architecture), and improve the management of the sites.	++

	nature value; improvement of rural infrastructure; studies and investments associated with the maintenance, restoration and upgrading of the cultural and natural heritage of villages, rural landscapes and high nature value sites, including related socio-economic aspects, as well as environmental awareness actions.		
(10) Agri-environment-climate payments	(Art.28) Preservation and promotion of the necessary changes to agricultural practices that make <i>a positive contribution to the environment and climate</i> .	The measure covers only those commitments going beyond the baseline standards of EU (e.g., 'greening'), State and Region concerned. However, considering that traditional agricultural practices are usually sustainable in terms of environmental protection, their protection and improvement might be supported by this measure.	+
(13) Payments to areas facing natural or other specific constraints	(Art. 31) Support for the farmers in mountain areas other areas facing natural or other specific constraints	It can prevent abandonment of agricultural, pastoral activities in 'difficult' territories (high altitude, steep slopes, climate)	+

Appendix F. Case study illustrations

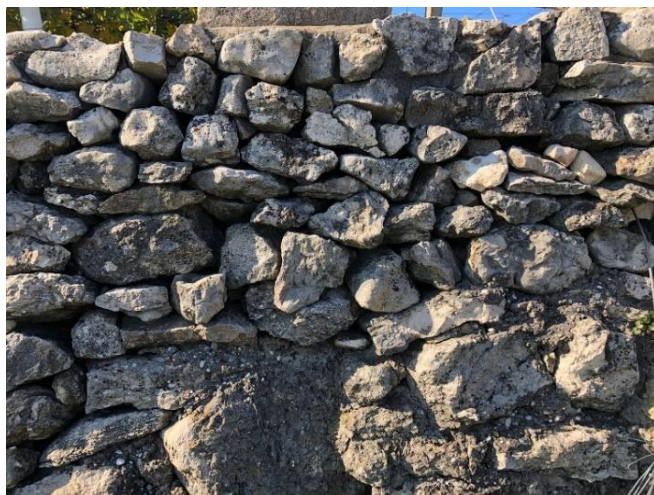
F.1. Elements of the tangible dimension of the Soave vine hills.



'Pergola Veronese'



'I Baiti'



'Il muretto a secco'



'I tirranti'

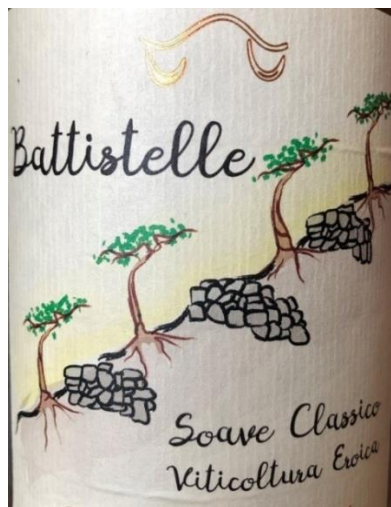


Soave Castle



Il Capitello Madonna della Bassanella restored by the Asscoation Amici delle Antiche torri

F.2. The figurative representation of the vine terraces on the wine bottle



F.3. The problematic aspects in the development of the vine hills

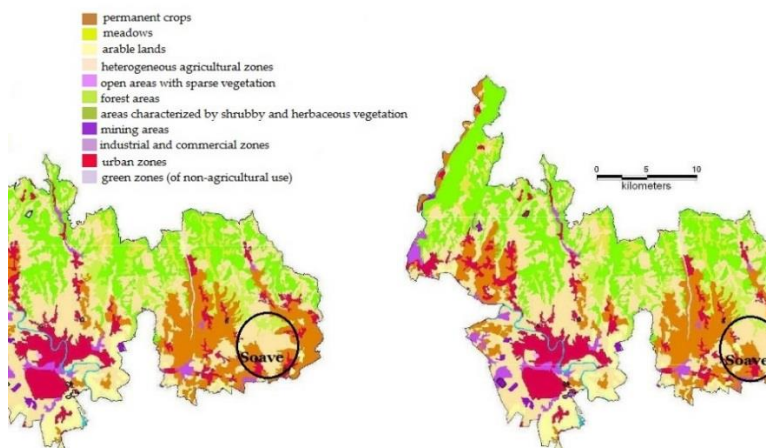


The visual impact of the agricultural intensification



The current supply system represents one of the main critical elements for aesthetic value of the vineyards

F.4. The transformation of land use in the Province of Verona



The transformation of land use from 1990 (on the left) to 2000 (on the right) in the hilly zone of the Province of Verona. In yellow and orange are the lands used for agriculture, while in red are the urbanized territories.

F.5. The demonstration of the traditional wine making practices during the local feast

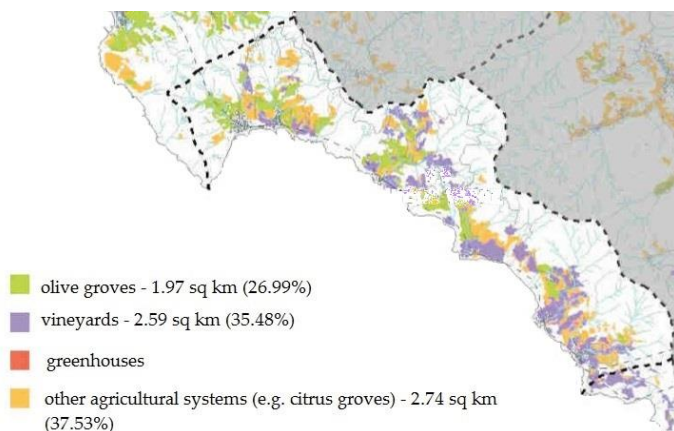


F.6. Open-air museum of wine making art and culture in Soave incorporated to the city walls

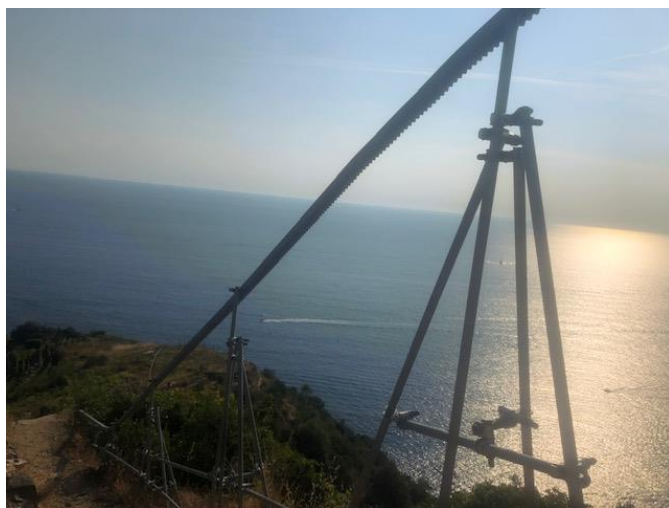


Photo credits: Author. Soave and Montefiore, 2018-2019.

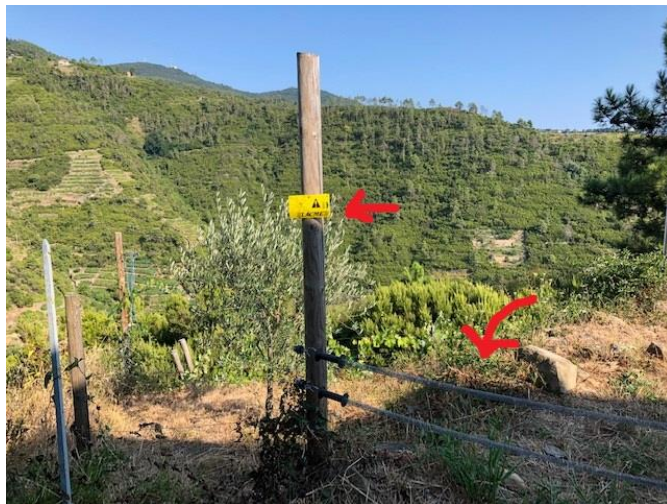
F.7. Types of agricultural systems in Cinque Terre. Adapted from the Landscape Plans of Liguria (preliminary version), modified by the author



F.8. Rack-mounted monorails ‘inserted’ in the agricultural landscape of Cinque Terre



F.9. Electric fences protecting the terraces against the ungulates



F.10. Abandoned terraces rehabilitated by Manarola Foundation (Cinque Terre)



F.11. State of the traditional rural architecture in Cinque Terre



The walls of an abandoned 'casotto' maintained by the iron nets



Rebuild rural architecture

Photo credits: Author. Riomaggiore, 2018 – 2019.

Appendix G. Transcripts of the selected interviews cited in the thesis

G. 1. Interviewee: Zampieri, P. Local farmer and activist.

Interviewer: Author.

Date of the interview: 24.11.2018

Location of interview: Soave

List of acronyms: PZ- Piero Zampieri, IN- Interviewer.

IN: Cosa è per Lei il paesaggio agricolo del Soave? Lei potrebbe dire che è un elemento della identità locale?

PZ: In anzitutto deve sapere che il paesaggio di Soave era riconosciuto delle Politiche Agricole e forestale, etc. e questo ci riempia d'orgoglio. Siamo molto orgogliosi di questo. E tutto questo e perché così? Perché da sempre quelli chi hanno lavorato nel territorio, l'hanno cercato di mantenere così come era da secoli. Anche se sono cambiate le culture dal seminativo si ha passato ai vigneti, ai fruttai, e a tutto il resto e fa parte della nostra identità, perché tutto questo noi lo vediamo come nostro, fa parte di una cosa che non è di proprietà da notaio, notarile, che è la proprietà tuo, ma fa parte proprio di identità nostra e noi vediamo come una proprietà. Di fatti quando viene spregiato, da un incendio che non succede mai da noi (per fortuna non è mai successo) e qualche cosa come ti toccassero la tua casa, la tua famiglia. Per esempio, lo dico con orgoglio, nei nostri vigneti non trovi le mundizie. Perché se lo proprietario lo trova, la porta nei cassonetti. Cioè quelle piccole cose, che ci fanno stare bene, quello senso di civiltà.

IN: Dove ha i suoi vigneti? Nella zona di Soave Classico or nella zona DOC?

PZ: I miei vigneti sono nella zona Classica, in zona DOC. Cosa vuole dire, nelle zona Classica c'è proprio il cuore del Soave, la parte più nobile, la parte dove il prodotto finale che [...] lunga nella trasformazione di vino dà il massimo di sé. E poi la zona DOC che la zona di pianura dove una volta c'erano prati e seminativo. Adesso hanno lasciato quella cultura lì e hanno cominciato di piantare vigneti, perché il reddito è molto più alto.

IN: Nella questa pianura le genti usano più la meccanizzazione?

PZ: Sì. Allora, c'è sono scuole di pensiero: chi lo fa meccanizzata e chi invece tiene ancora la cultura del fare a mano, che quella migliore

IN: Quale di due tipi di allevamento Lei preferisce?

PZ: Io preferisco quello del fare a mano. Perché la macchina non hanno più mano. La macchina è una macchina. La mano è legato ai sentimenti, tu tagli, se lo devi tagliare or devi lasciare questo, ma il macchina fa il macchina e basta. Non c'è un rapporto affettivo con quello che il terreno è con quello che proprio la pianta la pianta della vita, che può essere un olivo. Se tu vai raccogliere le olive con la macchina, ma spacchi tutto, rompi tutto, i piccoli rami e tutto il resto.

IN: Nei suoi vigneti c'è la anche altri alberi di frutto, or solo i vigenti?

PZ: Sì, ho degli olivi, a livello familiare e di Ciliegi. Perché non viti dove ci sono gli olivi oppure gli ciliegi? Perché le viti hanno bisogno di meccanizzazione, per chi con trattore. I trattori non vanno dove c'è sono i grandi pendenze, allora tu piani degli pianti. Che si come il terreno costa, e costa parecchio, tu devi sfruttare al massimo quello che la potenzialità proprio del terreno stesso, della superficie e pianti

questi piante qua, o gli olivi o i ciliegi. Ciliegi stiamo un po' abbandonando, perché una cultura molto delicata, specialmente negli ultimi tempi dove i fattori fuliggine e degli insetti ne fanno delle cose molte brutte. Tipo la cimice asiatica, e tutto il resto. Poi hanno una funzione di frangivento, se tu gli pianti proprio ai limiti de vigneto.

IN: Come Lei potrebbe valutare il cambio generazionale in agricoltura di Soave? La nuova generazioni, per esempio i suoi nipoti, figli hanno voglia di fare l'agricoltore come Lei?

PZ: Sì, pero devi dargli un bel po' di materia prima, cosa vuol dire la materia prima per un agricoltore? E la terra, la superficie della terra. perché una volta, quando ero giovane, con un ettaro di terreno una famiglia viveva bene. Bene vuol dire viveva in dignità - aveva i soldi per le medicine, aveva i soldi per far studiare i ragazzi. Adesso alla distanza di 50 anni, ancora dieci volte tanto, c'è vogliono 10 ettari per far vivere bene una famiglia. C'è sono delle esigenze molto maggiori, una volta non c'erano una macchina per ogni persona adulta, non c'erano due or tre trattori per azienda, c'era il cavallo. Ecco perché dico che giovani fanno quello lavoro se hanno la materia prima per portare avanti la sua famiglia con dignità

IN: Ho sentito che c'è una riduzione dei agricoltori piccoli al favore di quelli che si sviluppano in una aziendali? Questa tendenza è molto notevole?

PZ: Certo. Allora io non ho molto terreno, ma ho tre figli laureati, tutti tre fanno tutto un altro lavoro. Perché sapevano dallo inizio, che non poteva di esserci un buon terreno per tutti tre, perché veniva smembrata. Allora cosa succede, morto sottoscritto, parliamo tardi - succede che i miei figli vendano *questa cosa che io non la chiamo terra, ma la chiamo il mio affetto*. Di fatti quando a un piccolo appezzamento, la mia moglie mi dice dove vai? - Io dico vado nella mia 'sala dei giochi'. Perché, una il lavoro mi diverte, mi dà soddisfazione. E questo ti dà quella affettività. E naturalmente che questo affetto che hai. Di fatti tutti manifestazioni che facciamo, le facciamo perché lo sentiamo, sentiamo l'affetto per il territorio, per il paesaggio, per la cultura, per il nostro modo di vivere.

IN: Secondo Lei si vede questo affetto dalla parte dalla generazione nuova?

PZ: Sì, hanno affetto. Ma hanno la cultura mia, la mentalità mia, dal senso di proprietà. Hanno affetto, la rispettano. Se tu non rispetti il paesaggio e soprattutto la terra, che quella ci ha fatto vivere, ci dà vivere fino ora, e soprattutto l'acqua. Perché dopo nostra vita che cosa c'è. Il bene prezioso che abbiamo nella questa terra, dopo la nostra vita e l'acqua. Perché senza l'acqua la terra non c'è. Allora c'è vuole questo rispetto. Devi continuare a seminare continuamente, ma vediamo i risultati. Queste tendenza su estensione delle superfici agricoli e tanto notevole?

IN: Avete pensato di fare le corsi per valorizzare il sapere tradizione di agricoltura? Per pergola veronese, costruzione muri a secco, etc.?

PZ: Certo, la nostra associazione porta avanti quello che il bello. Il bello e ricostruire i muretti a secco, non si fa più come una volta, ma uguale di una volta. Ti faccio un piccolo esempio. Se tu metti un sasso vicino a l'alto fai il muretto a secco. Pero questo nel giro di tre o quattro anni cede. Se tu fai il sasso d'avanti, e ci metti un po' di malto di cemento, tu vedi sempre il bello dello sasso, ma quello mi dura vent'anni, trent'anni. Usi i nuovi tecnologie, ma la parte visiva, l'aspetto, deve essere quello di una volta.

IN: Sì, per l'estetica?

PZ: L'estetica, è bello non perché è bello, ma perché il sasso nel tuo DNA, tu l'ha sempre visto questo, ed è bello per questo. E poi richiama tanto. Se tu mi metti un muro di cemento (adesso è proibito, perché tu alteri il territorio), in questo collina devi fare il muretto a secco. Costa un po' di più pero tutto aiuta, perché tutti sono capaci di produrre oggi come oggi, e il vendere è difficile. E si tu abbinati il produrre con il bello visivo, con il territorio, etc., sei apposto. Tu ha il fatto il massimo

IN: Lei conferisce l'uva alla Cantina Sociale o ai privati?

PZ: Io sono socio della Cantina Sociale, come 2200 soci che ci sono nel territorio.

IN: Quali sono le indicazioni principale che dà la Cantina a riguardo di paesaggio agricolo?

PZ: Allora, la Cantina dà un sacco di indicazioni. Per esempio, c'è un inserto (cicalina), che adesso ha periodo di incubazione. Abbiamo i tecnici che guardano quando è il momento ideale per trattare. Nel telefonino arrivano i messaggi trattare per cicalina con questo principio attivo. Ma non tutta la zona. Ti dicano, questa zona devi trattare la zona X, questa altra il giorno X. E noi diamo la mano come i soci, perché mettiamo le trappole e vediamo lo 'svolazzamneto', c'è quanti insetti ci sono e mandiamo sempre l'email al ufficio tecnico. C'è una collaborazione molto molto sentita. Primo aiutiamo la natura, perché invece di fare tre trattamenti ne facciamo uno solo, secondo risparmiamo sei soldi, perché tre trattamenti sono diversi nelle specie di uno solo. Allora c'è questo collegamento messo in piedi dal istituto, dal ufficio tecnico della Cantina, in cui sei obbligato a starci, perché risparmi

IN: La Cantina fa anche aiuti per favorire la preservazione, che le genti mantengano le tecniche tradizionale, come pergola? La Cantina fa i contributi?

PZ: No, contributi in denaro niente. Ti dà tutti le informazioni in base alle esperienze che ha fatto tutti questi anni. Per esempio, certe zone e più vocata a quella pergola, in altre zone puoi benissimo (nella zona di IGP) del vino di tavola, ti dicano: guardo se lo fai così, guadagni di più perché a noi non ci interessa la pergola, la meccanizzazione ti conviene, e tutto il resto. Ti dà tutte queste indicazioni, puoi sei tu da decidere. Perché il miglior tecnico del vigneto e il proprietario di vigneto stesso, perché nel terreno (che costa) deve trarre massimo, spendendo il minimo. E l'interesse economico che ti fa fare certe scelte. Solamente interesse economico, avere una azienda, nel ristorante, la Fabbrica. Tu devi lavorare in maniera tale in rispetto delle regole, delle leggi, dello tutto il resto. Specialmente nel rispetto dei collaboratori. Ma devi ricavare il massimo da questo.

IN: Dal aspetto economico, e più conveniente di coltivare con aiuto di meccanizzazione o alla base delle tecniche tradizionali?

PZ: Dipende, dipende dalla zona in che sei, dipende dal prodotto che hai, dipende da quanto ricavi in una zona in un anno. Facciamo un esempio della zona della Valpolicella Li ricavano le uve per amarone. Adesso il mercato tira la. E va bene, tutta la cultura della uva di Valpolicella per amarone tutto fatto a mano, perché il grappo deve essere fatto così. E ce una spesa enorme a fare tutto questo. E opera mano costa, e tu hai prodotto, che però costa il doppio di quello che riesce recepire nel Soave. Bene quando va bene il mercato. Però è sempre un discorso di interesse economico.

IN: Avete mai ricevuto I fondi dall'Unione Europea (per esempio nel quadro di PSR)?

PZ: I fondi si ricevano, e li dipende da quale agricoltura tu hai. Specialmente per il miglioramento fondiario. Ma ci sono delle regole, delle leggi, specialmente del Unione Europeo. Se tu un giovane imprenditore, ricevi fondi. Per esempio fino a qualche anni fa (anche l'anno scorso), tutti giovani imprenditore al di sotto di 40 anni avevano nel miglioramento fondiario, e arrivavano dei contributi

IN: Vorrei sapere se anche i piccoli agricoltori riescano di ricevere i soldi, o solo quelli che stanno cominciano l'azienda?

PZ: No, solo quelli che iniziano di lavorare, sono dei giovani che intraprendano questa attività e hanno nel miglioramento fondiario, nel papiro con la loro azienda, la Comunità Europea da dei fondi ben precisi, naturalmente a progetto. Non è che dici io sono un giovane imprenditore, e voglio questo. No, tu devi avere un progetto, e una cosa seria, e giusta, e obbligata

IN: In media, i piccoli agricoltori, quelli che non producano il vino, quanti campi veronesi anno?

PZ: Allora, la media di quelli che non producano il vino e di 2 ettari a socio (di Cantina Soave), che fanno 6-7 campi veronesi. E questa la media. Ci sono i signori per esempio (che hai visto prima), che sono seduti in tre, hanno circo 150 campi veronesi a testa. E c'è qualcuno, che io conosco, e un vecchio socio della Cantina da tanti anni, ma si come le famiglie si sono smembrati, etc., e voglie rimanere socio della Cantina di Soave... ha mezzo campo veronese, cioè li piace essere il socio. Perché se tu sei socio della Cantina, che lavora bene, c'è un buon mercato. E c'è anche i privilegi diciamo, più che privilegi, perché sei socio e sei inserito in una società, che vai alle assemblee di consiglio, e altro, e il tutto il mondo a sé. Però tutto il mondo che lavora per il bene della cantina, che la sentiamo nostra. Non è la Cantina, e Nostra Cantina, perché sei un socio, indipendentemente da quanti campi hai, e quanto interesse economico supporta questa Cantina. Perché un socio e un voto, indipendentemente da quanti ettari hai. E questa una bella democrazia

IN: In generale quale è la differenza tra conferire ai privati e conferire alla Cantina?

PZ: La domanda è molto pertinente. L'unica cosa che fa la differenza (i prezzi sono uguali, perché anche i privati fanno riferimento a prezzo Cantina) il privato può dirti 'guarda, questo anno hai ricevuto le gradine, i tuoi prodotti non valgono quelli soldi lì, e tu lo tieni'. E io cosa faccio? A parte le cantine privati che hanno il loro terreno, tutti gli altri alla fine sono casi stati obbligati a entrare nella cooperativa. Perché la Cantina è obbligata di ricevere tutto il tuo prodotto, anche se ha preso la gradina, naturalmente con i determinati prezzi, però è obbligata a prenderti tutto il tuo prodotto (che abbia sofferto l'acidità, che abbia prezzo la gradina, che sia meravigliosamente bella).

IN: C'è interazione diretta tra il consorzio e i piccoli agricoltori? Oppure tutti le informazioni (come la guida per costruzione dei muretti, la Candidatura GIAHS, Registro Nazionale) passano dal Consorzio, prima di arrivare ai piccoli agricoltori?

PZ: No, no, non passano dalla Cantina. Il prodotto che noi produciamo, va direttamente in Cantina. C'è un controllo, tutela di Soave, del prodotto. Fatto da chi? Da una istituzione, Consorzio tutela di Soave. Noi agricoltori, abbiamo voluto questo, e pagato da noi in Consorzio tutela. Quando io porto in giro i turisti, e le spiego che noi siamo controllati da queste ente, che noi l'abbiamo voluto, e questo ci penalizza se non stiamo le regole. Per esempio, noi abbiamo un quantitativo d'uva, parliamo del 'Soave Classico' - 164 quintali a l'ettaro. Da me sono venuti più di qualche volta. Quando è giugno, primi di luglio, che l'uva già tutta fuori, arrivano e ti dicano 'guarda che hai troppa uva'. E se hai troppa uva devi tagliare e buttare a terra, questo si chiama 'la potatura verde'. Puoi arrivano di nuovo i primi di agosto, quando l'uva è già matura (non hanno ancora sviluppati i zuccheri, ma è matura), ma si come il peso che conta per il Consorzio di tutela - 164 quintali a l'ettaro - loro entrano e ti dicano 'questo il mio pensiero'. E ti dicano 'dimmi un numero dal 1 a 20' (filari sono 20), tu dici 10. Prendano quel filare lì, puoi ti dicano dimmi 5 numeri dal 1 a 200. E tu dici 5 numeri. Loro prendano, si raccoglie tutta l'uva dalle 5 viti, la pesano (dopo va buttata via perché non è matura), moltiplicano per i ceppi che hai, e ti dicano 'va bene c'è un 10percento in più, ma lo lasciamo, per caso se c'è la acidità etc.' Se in più di tanto, o la levi e loro controllano di nuovo, oppure ti dicano puoi lasciarla tutta, ma non è più 'Soave Classica', diventa un vino tavola. Allora, invece di prendere 1 euro al kilo, prendi 20 centesimo al kilo. Perché loro la fotografia aerea del tuo appezzamento, quelli lì ti stanno controllando, ci siamo fotografati tutti, tutti vigneti sono fotografati, non puoi sgarrare di una vita in più perché ci tanti ceppi per ettaro, e tutto. L'abbiamo voluto questo. E questo ci ha dato un buon margine di interesse economico. Non puoi sgarrare. Io una volta ho provato a piantare le viti dove avevo un piccolo sbancamento, che mi serviva per entrare con trattore. Dopo quasi un anno, mi chiamano il Consorzio tutela e mi dicano 'questo il tuo appezzamento, è vero?' Cosa ha successo? E successo che qua ci sono 40 viti, 40! Non 4000! Erano 20 metri circa. 40 viti che prima non c'erano qua. 'Vedi la fotografia di 3 anni fa?' Perché ci sono mappe fotografiche dal alto. Io dico 'è vero, lì c'erano le viti, perché è venuta una slavina, mi ha coperta tutto, e io ho sbancato tutto'. Loro dicano 'dovevi farci avviso, tramite lettera, etc. etc.' A me non mi sembrava il caso per 40 viti, e hanno visti che c'erano 40 viti in più. Allora, 'con 40 viti tu devi fare una piccola

dichiarazione io ho sbancato c'era slavina, etc.' e tutto lì andata bene. Ma non puoi fare le cose che loro non sanno. Ma nessuno ha mai pensato di dire 'leviamo il Consorzio di tutela', anche se ci costa parecchio. Perché Consorzio tutela che abbiamo qua ci cosa tutti i soci da 1 milione e un milione e mezzo all'anno. Non e poco. Questo anche le informazioni, presenze a tutti le fiere, promozione, tutte le pubblicità. Tutto costa, pero e servita fare questo territorio, una parte economica molto ingente. Per darti una idea, a Soave ci sono 7000 abitanti e 7 banchi. Allora, hai capito. Cosa vuole dire, il banco non va dove non c'è il prodotto, il prodotto e il denaro. Va dove c'è una economia che può starci con l'agenzia che l'impiegano. Allora tutte queste piccole cose ci aiutano. Si sta bene qua, civilmente. Come in tutti città murate c'è una solidarietà, ci autodifendiamo. Il Consorzio ha fatto le guide per ricostruire il muretto, la ricerca.

IN: Adesso sta sviluppando il turismo. Lei ha mai pensato di fare l'agriturismo?

PZ: A me piace parlare, conoscere le genti, ed e stato sempre il mio sogno. Naturalmente, quando i miei figli sono diventati adulti, io gli ho fatto questa proposta, ma loro non la sentivano. Perché loro avevano le loro passione per la vita in futuro. Io non ho insistito molto. Altrimenti l'avrei fatta. E mi fa piacere che il turismo sta crescendo tanto. L'anno scorso, da un censimento (perché adesso abbiamo la tassa di soggiorno, e devano riestrare tutti che vengano dormire nel territorio), solo nel Soave i pernottamenti sono stati 40 mille. Parecchie persone per un territorio così piccolo. Pero ho una paura, che diventi troppo turistico altrimenti faremo le fine che sta facendo adesso Verona e Venezia, che tutti i abitanti si lamentano perché e diventato troppo. Tutto e bello che aiuta economicamente il turismo, specialmente nel ambito agroalimentare, che fai conoscere il tuo prodotto, e non solamente nella cultura, nella storia, ma soprattutto nel agroalimentare. Questo aiuta molto, aiuta nel benessere, e puoi tutta una catena. Quando e troppo, e troppo. E questo lo revochiamo durante le manifestazioni che facciano, che a volte, il paese piccolino, a volte facciamo fatica a gestire certe cose, specialmente oggi come sicurezza

IN: Lei ha detto che ci sono agricoltori che hanno tanti campi. Vorrei sapere se questa tendenza, quando la dimensione della terra agricola per un agricoltore si aumento può causare la semplificazione del paesaggio agricolo? Ce sono comunque le divisioni tra i campi di un agricoltore?

PZ: Si ci sono le divisioni. Abbiamo questa piccola problema. Che neanche un problema. I appezzamenti sono tanti, e quella comporta l'inquinamento, perché? Perché ti devi spostare continuamente, da un appezzamento all'altro. È difficile di fare un riordino agricolo. Il riordino agricolo e stato fatto in tanti regioni in Italia, non più di tanto, specialmente in Friuli. Hanno fatto il riordino agricolo, hanno presi tutti gli appezzamenti e puoi gli hanno divisi agli appezzamenti molto grossi per dargli persone, le famiglie, puoi le aziende. Ma non c'è una collina. Qua tutto e collinare, e molto difficile di fare un discorso del genere, anzi io direi quasi impossibile. Le aziende, specialmente quelli grossi, cercano di acquisire i terreni vicini, confinanti. Ma non si può fare un discorso, come hanno fatto in Friuli, circo 40-50 anni fa. E puoi hai bisogno un sacco di mano d'opera in colina. Se vogliamo parlare un po' che manca la mano d'opera, per fortuna gli extra comunitari, non extra comunitari ma specialmente i rumeni, i polacchi lavorano, ci sono integrati benissimo. Perché hanno visto il territorio, hanno visto il lavoro, sanno comportarsi bene specialmente al livello civile, e a noi fa piacere questo. Perché come ho detto prima, la mano d'opera, specialmente manuali determinate lavori serve, altrimenti non puoi fare nulla. Pure devano avere il reddito di 100, ma anno il reddito di 30.

IN: Lei usa di solito tutto l'anno l'aiuto? Or solo stagionalmente?

PZ: Pochi sono assunti tempo indeterminato, pero a livello stagionale sono tantissime. Allora cosa succede? Che al livello stagionale dalla parte nostra c'è l'uva, poi adesso in questo periodo ci sono le olive, che sono nella valle vicina, puoi finito c'è la potatura. E ci sono sempre i lavori stagionali, pero sono sempre occupati per questo. E questo fa girare l'economia.

IN: Come Lei potrebbe valutare la interazione dei attori locali come Amici delle Antiche Torri, il Consorzio, il Comune, la Cantina nella protezione e gestione dei vigneti? c'è piuttosto un legame forte? Oppure c'è comunque una conflittualità a riguardo?

PZ: No, non c'è conflittualità. Le istituzioni che abbiamo, la Cantina per me un'istituzione, il Consorzio e un'istituzione, devano per forza collaborare. E come una catena, un anello vicino a un altro. Il Comune, soprattutto il Comune! Che fa da garante che tutto questo va funzionare bene. Ecco perché dove c'è una amministrazione forte, nel territorio c'è ordine etc. C'è vuole amministrazione forte soprattutto. Se non c'è una amministrazione forte, carente... Abbiamo un paese vicino qua e diventato sindaco che aveva solo 20 per cento di consensi, perché c'erano solo 5 liste. Quello e l'amministrazione debole perché ha il 20 per cento delle persone che lo sostengano, ma 80 per cento non lo sostiene. Ecco perché dico che un'amministrazione forte, fa forte il territorio, il territorio forte fa forte l'economia e tutto una catena che allegata vicino all'altra.

G. 2. Interviewee: Bonanini Matteo (Director of the Cantina Sociale delle Cinque Terre), further a local smallholder farmer and ex-functionary of the Ispettorato Agricolo of the Province La Spezia named Luigi joined the interview.

Interviewer: Author.

Date of the interview: 08.02.2019

Location of interview: Cantina Sociale Cinque Terre Manarola

List of acronyms: MB- Bonanini Matteo, L- Luigi, IN- Interviewer.

IN: Quale è il problema maggiore della agricoltura nelle Cinque Terre?

MB: A parte quelli trenini che hai visto, tutto il resto è ancora manuale come 100 anni fa. Un po' per la geografia del territorio, un po' per il frazionamento della proprietà dove non è possibile fare delle infrastrutture, perché il territorio quello che è, non puoi entrare con i trattori, non puoi entrare con la motozappa, perché hai pezzettino della terra qui, pezzettino di terra là. C'è poca terra, e di più e frazionata. dividevano in questo modo perché se la gradina picchiava qui, non picchiava là. Se il vento di mare colpiva qui, non colpiva di là. Quindi si garantiva in questo modo un po' di sicurezza.

IN: Prima vorrei chiedere un paio di domande sulla Cantina. Quanti soci ci sono attualmente nella zona?

MB: Ce sono circa 200 conferenti

IN: I conferenti sono della zona o prendete l'uva anche dalle altre località, regioni?

MB: No, solo dalla zona

IN: È stata fondata dai agricoltori?

MB: Sì, perché dovevano vendere il vino alle condizioni più disperate facendo lucrare molto i commercianti. Quindi nel 1973 (io ancora non c'ero, io sono venuto nel 1983) c'è stata questa bella intuizione e anno istituito la cooperativa che per il primo periodo si è limitata a raccogliere, però il vino vanificato dei soci. Quindi non esisteva la Cantina, ma cooperativa. Per 10 anni andavo questo tipo di rapporto. Quindi il socio portavo il vino, e la cooperativa che lo vendeva. Nel 1982, è stata realizzata la Cantina, quindi i soci hanno iniziato di portare l'uva. Si è riusciti a questo modo, a dare una identità al prodotto di Cinque Terre. Perché prima ognuno aveva i suoi tecniche, ognuno aveva le sue attrezzature, ognuno aveva i suoi metodi di fare il vino. Quindi erano tutti i vini un po' diversi, instabile perché puoi

l'arte di verificare non ce l'avevano proprio, quindi vini che non potevano affrontare i lunghi viaggi. Con 1982, la Cantina ha costruito la propria cantina, si è vanificato seguendo le moderne tecnologie di vinificazione in bianco, quindi separazione delle bucce, seguito da un enologo, se pure part time, se pure occasionale, però c'era un tecnico dietro alla vinificazione. Puoi nel 1996, coi i PIM abbiamo rimodernato la Cantina. Quindi sono state comprate le botte termo-condizionate, e abbiamo assunto un enologo a tempo pieno.

IN: Attualmente quanti persone lavorano dentro cantina?

MB: Allora, qui nella Cantina, abbiamo organico di 6 persone. Abbiamo una impiegata a tempo pieno, una impiegata part time, abbiamo un enologo, e abbiamo due ragazzi che fanno le operazioni di cantina, fanno consegne, e puoi abbiamo ragazza qui nel negozio.

IN: Come vendete il vino, a parte dal negozio?

MB: Nostro vino va via tutto imbottigliato. Noi non facciamo la vendita sfusa, perché noi non vorremo ricadere nelle speculazioni ('fil de papier'), che con un documento puoi vendi all'infinito. Chiaramente i bacini più importanti sono le Cinque Terre, abbiamo un po' di estero un mercato abbastanza consolidato in Giappone, poche migliaia di bottiglie, però costanti, e California. Abbiamo qualcosa in Germania, però i clienti così privati.

IN: Ho sentito che voi comprate l'uva al prezzo molto alto. Cosa voi permette di fare così? C'è sono aiuti dallo state?

MB: Non, non c'è assolutamente aiuto. Confidiamo nelle risposte che il mercato ci deve dare. Quindi noi partiamo dal presupposto che per coltivare bisogna premiare, incentivare. Allora c'è una permesso. Noi, non siamo qui per fare il vino. Io sono pensionato dalla marina militare, siamo qui perché attraverso il vino riusciamo conservare il territorio. Perché il muretto che frana, se immediatamente ripristinato tutto si consolida, se non tutto frena verso il mare. Dietra il muretto c'è la vite, quindi la presenza del uomo ci dà la speranza che questo muretto viene ripristinato, se viene mancato un viticoltore, chiaramente il muretto non sarà mai più ripristinato, si porterà via la terra che conteneva e tutto scivola nell'acqua. Quindi il vino è come mezzo, e per incentivare questa attività, questa fatica bisogna pagare. E noi paghiamo le uve a 4 euro al kilo mediamente, mentre nelle altre regioni sono 0,30-0,40. Abbiamo la fortuna di chiamarsi Cinque Terre, abbiamo la fortuna dove vengano 3-3,5 milioni di turisti ogni anno. Io credo che si ci possa fare molto di più, se potesse fare una sinergia maggiore tra noi e le persone preposte alla vendita. Quindi le Ristorante di evitare vendere il vino della casa, che puoi arriva da chi sa dove, se tutti enoteche vendessero Cinque Terre, non necessariamente dalla Cantina, ma di chi sia, se tutti gli alberghi offrivano una bottiglia di Cinque Terre per le pernottamenti un po' più lunghi, noi potevamo pagare l'uva anche 10 euro al kilo.

IN: Ho sentito che non c'è abbastanza uva e la Cantina si chiude a mezza stagione?

Insomma, vero e non è vero. Noi questo anno abbiamo una vendemmia molto importante in termini numerici, per cui ho l'ansia di mercato, ho timore di non riuscire a vendere tutto il vino. L'anno scorso abbiamo finito la produzione molto prima. Non lo so. Non avendo una azienda nostra confidiamo sul conferimento dei soci. È questo anno è stato molto importante, abbiamo 40 per cento di più. Il mercato questa forbice ampia tra un anellato non ti accetta. Se tu consolidi un mercato da 100 Milla bottiglie potrei farne 105 o 95, ma non puoi fare 200. E noi invece abbiamo aritmia, che mi metta sempre un po' d'ansia. Io questo anno ho l'ansia del troppo, l'anno scorso avevo l'ansia del poco. Due anni fa ho perso un supermercato come Esselunga, perché non ho più dato il prodotto. Questo anno sarebbe comodo di darli. Questo un grosso limite che abbiamo.

IN: Dunque il numero è cresciuto?

MB: Sì, diciamo, che sono abbastanza a sé state, però questo anno è stato molto più buona. Dipende dalla stagionalità

IN: Quale misure del PSR avete usato per la preservazione del paesaggio e agricoltura locale?

MB: Allora Cantina è stata realizzata con dei fondi regionali, che non si chiamavano ancora PSR negli anni 1980. Con l'arrivo di UE, abbiamo cominciato a prendere i contributi del PSR per la modernizzazione della Cantina nel 2006, puoi gli prendiamo per i trenini, gli prendiamo per acquedotto. Adesso acquedotto è abbastanza consolidato, quindi non le facciamo più domande. E puoi contadini le prendano per i muretti a secco.

IN: Per attuale periodo di programmazione avete ancora dei progetti?

MB: Questo ultimo spuntinato del PSR la Regione Liguria ha dormito parecchio, non è stata assolutamente in grado di gestire bene questi 7 anni di PSR. Confidiamo da qui a 2020 a prendere una misura 4.3 per i trenini, proprio per realizzare i nuovi impianti da dove ancora mancano, e ci auguriamo. Quindi questa domanda è stata già avallata.

IN: Assieme al Parco o da soli?

MB: No, sempre come la Cantina. Sono investimenti di circa 800 Milla euro, quelli dovremmo prenderli, manca l'osta finanziaria, perché sai che c'è l'osta tecnica puoi l'osta finanziaria. Se ci arriva, come si dovrebbe arrivare negli prossimi giorni, partiamo fino 2020 perché c'è l'anno sabatico in più, dovremmo riuscire a completare questo intervento. Per la Cantina, invece che dovremo riqualificare ancora questa struttura, quindi i tetti, Zebi. E una misura 4.2 se mi ricordo bene, abbiamo un progetto di 200 mila euro, speriamo.

IN: Ho parlato con qualche agricoltore piccolo, loro dicano che queste misure sono un po' contorte per accedere a questi agricoltori. E per quale motivo secondo Lei le piccole agricoltrici anno difficoltà di accedere ai fondi Europee? Perché so che c'è il 'sportello d'agricoltura' che dovrebbe assistere con documentazione.

MB: Allora, no, è paradossale. Più uno piccolo, e meno di possibilità di attingere a questi fondi. Noi come la Cooperativa riusciamo prenderli perché siamo 200 piccoli, ma insieme siamo diventati uno grande. Ma ci sono tanti limiti. Per esempio il muretto a secco non te lo finanziano se sei inferiore di 25 metri quadrati, se fai un'opera importante, il nulla osta finanziario dovrebbe essere garanzia per la banca. Quindi se la Cooperativa se deve fare un investimento di 800 mila euro, porta in garanzia il immobile, e dice ti do questo, tu mi dai 800 mila euro. Perché devi garantire il ritorno. Perché piccolo agricoltore cosa ci mette in garanzia? Un trenino costa mediamente in opera di media lunghezza costerà sui 100 mila euro. Un contadino che se vuole fare un trentino, come fa trovare 100 mila euro? Che puoi magari gli arrivano con di contributo, ma prima deve tirare fuori lui, capisci? Quindi ci sarebbero dei passaggi. Puoi ci sono misuri che ci abbiamo abbandonato anche come la cooperativa, perché erano i piani di lotta fitosanitaria, c'era lotta guidata che un viticoltore di Veneto, per esempio, tranquillamente lo fa di propria iniziativa. Mentre qui ci sono talmente piccoli gli appezzamenti, e talmente poco il prodotto che devi utilizzare che alla fine ti costa più litro che il contributo che ti danno. Quando c'è 200 metri non puoi fare un contributo per la lotta fitosanitaria, non ha proprio il senso. Quelli 30-40 euro che ti servano di zolfi, li compri e basta.

IN: Il sportello agricolo ancora funziona?

MB: Il sportello non lo so, perché e per i giovani agricoltori. Noi abbiamo come la Cantina, dato la location alle associazioni di categoria. A turno ogni mercoledì viene su una rappresentante di CIA per rapportarsi con le esigenze dei viticoltori.

Luigi has joined the conversation

IN: Alcuni agricoltori pensano vorrebbero di costruire nuovi stradini per accedere i suoi terreni più facilmente? Secondo Lei è possibile con i regolamenti del Parco?

MB: Da quello che so io sembrerebbe un atto dovuto. Poi c'è il problema geologico.

L: Quando hanno fatto le interviste per il piano regolatore nuovo a Vernazza, io ero uno di quelli che anno intervistate, e era una cosa che anche io ho evidenziato. Secondo me, i collegamenti orizzontali con la stradina piccola usufruibile sulla media dei nostri mezzi tipo ape e cose del genere sarebbe una cosa importante da fare. Il regolamento del Parco attualmente impediscano, ma non solo del Parco, ma anche le regolamenti regionali, perché più regionali che del Parco direi. Il Parco si ottendera invece di fare il piano, ecco, sarebbe importante che nel piano del parco ci sia questo tipo di intervento. Io penso che loro si recepiscono.

MB: Io so le rampe di collegamenti tra piano e il piano dovrebbe essere ammessi.

L: Si parla proprio di strade interpoderali, di una larghezza di uno paio di metri, giusto per fare passare un mezzo agricolo per collegare anche i trenini in orizzontale, alcuni trenini vengano in orizzontale che non serva a niente. I trenini devano carminare alla linea della massima pendenza e puoi essere tagliate nelle strade interpoderali per poter portare via l'uva. Fare carminare il trenino in orizzontale è stupido. Noi abbiamo le esigenze di abbattere i costi di produzione.

MB: Con una sinergia tra noi e chi vende si potrebbe fare ancora un paio di passi in avanti, pero il mercato più di tanto non ti accetta. Più di tanto non poi spingere. Perciò altra strategia sarebbe quella di abbassare i costi di produzione, quindi le strade, impianti, che potrebbe incentivare l'agricoltura.

L: Il problema che abbiamo adesso grosso, e sui muretti a secco, perché ci manca il finanziamento dal Regione. PSR e concepito per le aziende strutturate, quindi non per noi come sono io o per altri qui. Pero per i muretti a secco è possibile usufruire anche noi, piccolissime aziende. Quindi perché lì è svincolato dal discorso agricolo, come azienda. Il punto è questo, perché la misura 4.4. della PSR è stata finanziata una volta, pum... e basta. Adesso è chiusa da qualche anno. Avrebbero dovuto riaprire. PSR precedente, che ha funzionato, molto meglio di questo.

MB: Abbiamo perso 7 anni.

L: Una cosa allucinante. Lo conosco bene, perché sono lavorato per 30 anni in queste cose. In PSR precedente la Regione Liguria ha riuscito a spendere 120 percento di finanziamenti, perché si riuscita a prendere soldi dal altri regioni, che non l'avevano spesi. Quindi abbiamo fatto un ottimo lavoro. Questo anno qui dobbiamo perdere un sacco di soldi.

IN: Ho sentito che la Cantina pensa di usare il territorio che è stato recuperato dalla Fondazione Manarola i propri vigne. Vorrei sapere se avete già cominciato? In futuro questa collaborazione continuerà? E in generale se la Cantina pensa di acquistare anche altri terreni per fare i propri vigne?

MB: Devo contare dito sulle amministrazioni locali, che non anno saputo o non anno voluto fare la differenza fra il muretto a secco e il muretto a secco. Il muretto a secco nelle Cinque Terre ha una valenza che non è eguale a quella e nella piana del Benga, dove magari serve da fare solo la confine tra una proprietà e l'altra. E ha cose diverse. E chiaro che portare le pietre con l'halecottero, con i trenini ha un costo diverso che portare le pietre con trattore. Quindi diciamo, un punteggio maggiore per la finalità del muretto. Qui con solida versante, dalla fruibilità del territorio, e anche per la difficoltà di costruirle, ma anche per perimetrarle. Con date 100 mille, venire qua, vuole dire partire da Riomaggiore, andare fino la cima del monte. E non è la stessa cosa che prendere e andare fare il muretto a Levano, tanto per dire. Il contadino che va fare il muretto là su già perso 3 ore per andarci, poi fa il suo lavoro, e perde

altre 3 ore per tornare giù. Se vogliamo proprio razionalizzare c'è un valore proprio paesaggistico, il muretto di Cinque Terre non può essere paragonato a nessun'altra parte. E c'è anche un valore di così che deve essere necessariamente diversificato, non può essere 150 euro per tutti

IN: Devano essere particolari misuri?

L: Sì, secondo me serravano misure a posto per le Cinque Terre o per lo meno se non vogliamo personalizzare sulle Cinque Terre, personalizziamo almeno sui siti UNESCO. Diciamo che in tutta Italia in generale, dovrebbero essere la prioritizzazione per i siti UNESCO perché sono Patrimoni Mondiali della Umanità. Ce sono dei finanziamenti che vengano dalle Regioni e dal Europa, che questi siti UNESCO abbiano una differenza. Perché se io sono il Patrimonio di Umanità di tutti, è giusto che tutti contribuiscano in una maniera differenziata. So che per Europa questo discorso per un posto specifico non va bene, però se tu lo metti sui siti UNESCO, è una cosa più generale, un punteggio in più, e magari anche una differenza di prezzo (come dice Matteo) sulle costruzioni, sui finanziamenti che deve fare.

IN: In alcuni aree viticoli in Italia (Cognelgiano Valdobiadine, Soave), c'è un ruolo forte delle Consorzio di tutela nella promozione sia del vino che il territorio. Quale il ruolo del Consorzio tutela nella Cinque Terre? Consorzio ha la sede nell'altra parte della regione?

MB: No, qua non esiste. L'unico che esiste è Consorzio di tutele per le produzioni della spezia. Quindi coinvolge l'UNI, Cinque Terre e Colli Bigoni, quindi funzione giusto perché ci deve essere, non c'è la Convenzione che attraversa il consorzio si possa arrivare a una valorizzazione del prodotto, o a una tutela del prodotto. Ognuno tira l'acqua a proprio manine. Io ho tentato 30 anni fa ICG per le Cinque Terre e poi non è stata possibile, per i commercianti, i produttori di secondi fine non hanno voluto aggiungere controlli sui controlli e controlli e chiaro che per ICG sono i controlli in più.

IN: Cosa Lei pensa sul fatto che La Regione Liguria vorrebbe usare la Banca Regionale della Terra, per identificare i proprietari della terra abbandonata favorire il recupero delle terrazze, secondo Lei questa iniziativa aiuterà?

Direttore Cantina: Sinceramente, non lo so. Stanno parlando su questo cosa tanti anni ma i risultati non si vedano. Finché esiste la protezione di proprietà privata, non sarà possibile di reclamare il terreno abbandonato dai proprietari. Io non conterei su questa Banca della Terra.

G. 3. Interviewee: Mai Stefano (Agrarian Councilor of Liguria).

Interviewer: Author.

Date of the interview: 04.02.2019

Location of interview: Email interview.

List of acronyms: SM- Stefano Mai, IN- Interviewer.

IN: Quale è il genere delle richieste per I fondi PSR nella zona della Cinque Terre? (le misure più 'popolare')

SM: Sicuramente richieste per i muretti a secco, per le monorotaie, e domande di primo insediamento giovani.

IN: C'è sono le richieste anche dai piccoli agricoltori (conferenti alla Cantina Sociale) or piuttosto dagli enti locali come la Cantina e il Parco?

SM: Le richieste le fanno tutte le categorie agricole. Anche gli enti locali principalmente per quanto riguarda la sentieristica.

IN: Come Lei potrebbe valutare la procedura per accesso ai fondi PSR per un agricoltore piccolo?

SM: Anche le piccole aziende possono partecipare ai bandi Ma è chiaro che devono avere una certa sostenibilità economica definita attraverso la produzione standard, ricavabile dalle tabelle inea.

IN: Che tipo di assistenza propone il Cento d'assistenza (*sportello agricoltura*) nelle Cinque Terre? Solo informazione generale sui bandi o anche aiuto con i documenti, business piani?

SM: Ci sono degli uffici dei caa, ossia centri di assistenza agricola delle categorie agricole coldiretti, confagricoltura, cia, Ugc. Per quanto riguarda l'assistenza fornita dalla regione, sia dagli uffici dell'assessorato a Genova sia dagli ispettorati sul territorio, sicuramente si tratta di indicazioni circa le possibilità fornite dal psr, indicazioni sui bandi, tempistiche di apertura bandi, tempi di approvazione delle graduatorie e di erogazione fondi, sui criteri di ammissibilità, spese ammissibili eccetera eccetera. È ovvio che i nostri uffici non possano realizzare il business plan delle aziende. A quello ci devono pensare le associazioni di categoria ed i consulenti privati.

IN: Sembra che alcuni agricoltori nelle Cinque Terre anno avuto la difficoltà per accedere ai fondi per costruzione di muretti a secco a causa degli piccoli appezzamenti che caratterizzano questo territorio. Però nella regolamentazione della Misura 4.4 io non ho trovato alcuni limiti che riguardano la dimensione della proprietà agricola. Ho pensato che forse si tratta dalla misura 13.1 che non prevede i contributi per importi inferiori a 300 Euro? Vorrei sapere più su questo argomento? C'era difficoltà accesso alla misura 4.4 o 13.1?

SM: Per i muretti a secco è necessario specificare quanto segue. La disponibilità economica sul PSR per l'intero settennato era di circa 13 milioni. Abbiamo aperto il bando, assegnando anche delle priorità alle aree protette come ad esempio i parchi. Il bando portava in dotazione €4.000.000 ed era a sportello cioè si consideravano le domande in base all'ordine di presentazione. sono stati definiti, in base al prezzario regionale, €105 al metro quadrato per la costruzione di muretti a secco ed erano finanziabili al massimo 200 metri quadrati per azienda o privato. Abbiamo chiesto la presentazione di foto georeferenziate e una PEC (non necessariamente di proprietà del richiedente ma poteva anche essere quella del caa presentante). in circa una settimana siamo andati in overbooking e alla chiusura del bando, che è rimasto aperto per 45 giorni, abbiamo registrato 3300 domande per circa 50.000.000 € di richiesta. Abbiamo quindi integrato la dotazione finanziaria inizialmente di 4 milioni e di ulteriori 3 successivamente, finanziando quindi complessivamente circa 1000 domande per 11.000.000 €. Posso dire in sostanza che non era complicato partecipare al bando però le risorse non erano ovviamente sufficienti per tutti. Non si può contrastare il dissesto idrogeologico che sia sui muretti a secco o altrove, solo attraverso l'utilizzo di Fondi pubblici. È necessario riportare sui nostri terreni le attività dell'uomo in molte aree non più presente per eccessivi ed evidenti costi e quindi bassa produttività. Si potrebbe invertire la tendenza valorizzando ulteriormente le nostre produzioni provenienti da fasce terrazzate/zone impervie, cercando di aumentare i margini di ricavo e quindi rendere sostenibili le attività dell'uomo. Devo comunque segnalare inoltre che anche la misura 4.1 può finanziare i muretti a secco. L'azienda però dovrà fare un investimento mirato ad una serie di investimenti che possono essere acquisto di terreno, costruzione magazzini, attrezzature e macchinari. Il finanziamento in questo caso può arrivare sino al 50% della spesa.

IN: Appare che c'è sono due principale criticità riguardante il PSR attuale: 1) i piccoli appezzamenti che caratterizzano questo Patrimonio Mondiale e impediscono accesso ai fondi; 2) il terreno che suppone i costi alti e richiede molto più tempo dal agricoltore (e.g., la costruzione del muretto a secco). Vorrei sapere se nel quadro del PSR post-2020 sarebbe possibile di introdurre specifici regoli per i siti UNESCO?

SM: Nel PSR 2021-2027, che probabilmente vedrà la luce non prima del 2023, potremo sicuramente inserire delle premialità per i muretti a secco ma non credo che questo possa servire granché in quanto la Liguria ha queste costruzioni ovunque. È piuttosto necessario, come dicevo prima, fare in modo che l'attività sulle fasce terrazzate sia sufficientemente remunerativa, non solo per il mantenimento delle aziende sul territorio ma anche per investimenti, come ad esempio la manutenzione dei muretti a secco. L'unica cosa che ritengo possa essere davvero utile è la differenziazione sul prezzario regionale della costruzione del muretto a secco in zone orograficamente difficili da raggiungere, come ad esempio cinque Terre, e fasce terrazzate in altre località raggiungibili semplicemente con i mezzi.

IN: Ho letto sul progetto della Regione che riguarda la Banca Regionale della Terra. Mi potrebbe parlare di più su questo progetto? Ce sono i già risultati preliminari?

SM: Il progetto banca della terra è della precedente amministrazione e onestamente non mi ha fatto granché appassionare. Non ne conosco onestamente i risultati. Anche perché sembrano risibili. Credo che la logica fosse quella di individuare terreni abbandonati e metterli a disposizione di altri. Onestamente Penso che i sindaci possano essere gli attori principali in questo processo cioè analizzare ed evidenziare quelle che sono le zone vocata all'agricoltura e/o recuperabili e costruire i percorsi con le aziende locali per riportarli in produzione. In ultimo, credo che uno dei principali modi per recuperare le fasce terrazzate abbandonate, possa essere quello di impiantarvi dei vigneti. Purtroppo questo è solo in parte possibile a causa della normativa comunitaria che vede ogni anno la Liguria assegnataria di non più di 15 ettari. Questo ovviamente è ostacolante in quanto la richiesta delle aziende liguri si attesta annualmente sui 120 ettari. Se riusciremo a uscire da questo meccanismo contorto, credo che in buona parte potremmo risolvere il problema dei muretti a secco.

Appendix H. The measures relevant for agricultural landscapes and how they are articulated within the RDP of Veneto

Measure	Sub-measures	What it supports?	Who can access the funds?
Measure 1	1.1.1.	Actions related to the professional education and acquisition. Courses for the farmers for the improvement of business activities (the courses for the young farmers, for the inscription in the registry of social farms, for introduction to the agro-touristic activity, for the acquisition qualification of the agricultural entrepreneur, as well as for the courses related to the projects of cooperation)	Recognized entities in the field of knowledge and information transfer
	1.2.1.	Organization of the informative activities and services, such as informational desks, materials and meetings on the ongoing RDP, new technologies and practices.	Recognized entities in the field of knowledge and information transfer or their association
Measure 4	4.1.1	Investments in machinery and infrastructure, or land capital	<i>Imprenditori Agricoli Professionali</i> (IAP), agricultural cooperatives

	4.2.1	Investments in machinery and infrastructure, or land capital	Agro-industrial enterprises involved in processing and commercialization of agricultural goods
	4.3.1	Investments in the constructions for improvement the viability of the silvo-pastoral activities, and in the network systems related to the agro-silvo-pastoral farms in mountain areas	Agro-silvo-pastoral farms in mountain areas
	4.4.1	The investments in non-productive ⁷⁸⁷ activities aimed at completing agro-environmental objectives. The nature and environmental rehabilitation, requalification of landscape in open mountain spaces and hills, which are abandoned or degraded.	Single Farms or their Consortium, Public Entities, Private and Public partnerships
	4.4.2.	Introduction of green infrastructures (plantation of hedges and groves, and the improvement of the hydraulic network of the small hold farms).	Single Farms or their Consortium, Public Entities, Private and Public partnerships
	4.4.3.	Structures for the increase and enhancement of the natural biodiversity	Single Farms or their Consortium, Public Entities, Private and Public partnerships
Measure 5	5.2.1.	Investments in recuperation of lands and the productive potential and the agricultural areas damaged by natural disasters, including the recuperation of plants, greenhouses, etc.	Active Farmers ⁷⁸⁸ and their Associations
Measure 6	6.1.1.	Agricultural start-ups of young farmers, including the investments for the opening of the farm and modernization of the existing farm.	Young Farmers (> 40 years old)
	6.4.1.	Investments in the diversification of the farm activities, through the creation and development of the functions and services for the rural population. It includes the development and establishment of agritouristic business, didactic farms (it., 'fattorie didattiche') and social farms,	Agricultural entrepreneurs

⁷⁸⁷ The investments that has no effect of the income of the farmer.

⁷⁸⁸ According to the *Art. 9 of the Regulation (EU) 1307/2013*, the active farmers are the farmers who are not involved in business/activities from the 'negative list' (airports, waterworks, real estate services, railway services and permanent sport and recreational groups), unless they can prove that their farming activities are not marginal

		services related to the protection of environment, production of energy from the livestock waste	
	6.4.2.	Establishment and the development of extra-agricultural activities in rural areas, both productive activities and services (tourism, crafts)	Small and micro companies, individuals
Measure 7	7.3.1	Investments in the digital technologies in rural areas with development issues (rural areas "C" and "D"), covering of public infrastructure and access to the network of the remote areas, where the demographic and geomorphological makes the introduction of such infrastructures economically unsustainable.	Public administration; enterprises and private subjects.
	7.5.1.	Investments in infrastructure and information for development of sustainable tourism in rural areas, including small-scale touristic infrastructure; enhancement of itineraries; promotional activities.	Public entities, parks, NGOs, and public-private partnerships.
	7.6.1.	Support for the rehabilitation and requalification of rural architecture of historic value and typical elements of rural landscape.	Farmers, association of farmers and other entities, public entities.
Measure 10	10.1.1.	Investments in the agronomic techniques with reduced environmental impact. It support the technics of the conservative agriculture (e.g., zero (<i>no-Tillage</i>) and reduced (<i>MinimumTillage</i>) processing) aimed at preservation the quality of soil, quantity of water.	Farmers, association of farmers and other entities, public entities that manage farms
	10.1.2	Investments in the environmental optimization of the agronomic technics, supporting the cultivation technics that responds to environmental objectives and adaption to the climate change, requalification of agricultural landscape.	Farmers, association of farmers and other entities, public entities that manage farms
	10.1.3	Management of green infrastructure (e.g., hedges and groves) in order to improve the quality of water, ecological networks, and sustain the biodiversity in agricultural areas in the areas of intensive agriculture, as well as the requalification of industrialized agricultural landscapes.	Farmers, association of farmers and other entities, public entities that manage farms
	10.1.4.	Sustainable management of lawns and pastures. It includes the investments for	Farmers, association of farmers and other

		rehabilitation and maintenance of pastures in mountain areas with productive, environmental and landscape functions.	entities, public entities that manage farms
	10.1.5.	Improvement of the quality of agricultural soil, and reduction of emissions causing climate change. It support the specialized management systems for fertilizers.	Farmers, association of farmers and other entities, public entities that manage farms
	10.1.6.	Protection and improvement of semi-natural habitat. It supports the increase of the ecosystem and landscape complexity, and the recuperation of the diffused naturalness through the conservation of humid lawns,	Farmers, association of farmers and other entities, public entities that manage farms
	10.1.7.	Investments in biodiversity. It supports the cultivation of local types of plants and breeds of animal that may disappear	Farmers, association of farmers and other entities, public entities
	10.2.1.	Conservation and sustainable use of genetic resources in agriculture, including in situ and ex situ conservation, informative and promotional activities	Public entities
Measure 13	13.1	Compensations for mountain areas subject to significant natural constraints. It support the maintenance of the agricultural practices in mountain areas, relative production, ecosystem and landscape services in order to guarantee the economic sustainability	Active farmers

Appendix I. The measures relevant for agricultural landscapes and how they are articulated within the RDP of Liguria

Measure	Sub-measures	What it supports?	Who can access the funds?
Measure 1	01.1	Organization of the trainings included in the Regional List of knowledge and innovations. ⁷⁸⁹	Recognized entities in the field of knowledge and information transfer
	01.2	Organization of the informative activities and services, such as informational	Recognized entities in the field of knowledge and information

⁷⁸⁹ *Catalogo Regionale delle Conoscenze e delle Innovazione* includes the technical trainings such as the use of plant protection products, the use of agricultural machineries, and development and management of the didactic factory within farms. The trainings related to the preservation of agricultural landscapes (e.g., maintenance and construction of drystone walls) are covered. *Allegato n.1, Decreto di Giunta regionale n.742 del 12/09/2018*

		desks, materials and meetings on the ongoing RDP. ⁷⁹⁰	transfer or their association
Measure 4	4.1	Tangible (construction of water systems, planning multi-annual crops, acquisition of the machineries, fencing) and intangible (software, websites) investments in the farms. ⁷⁹¹	Single Farms or their Associations
	4.2 (3a)	Investments in the processing, marketing and development of agricultural products (development of new market point, adhesion to the EU quality systems (PDO, PDG), acquisition of infrastructure necessary for sustainable use of energy and water resources) ⁷⁹²	Companies working in the fields of transformation and marketing of agricultural products (e.g., Agricultural Consortiums)
	4.3	Modernization of agricultural production, such as construction and improvements of road and water systems (reservoirs, aqueducts). ⁷⁹³	Public entities and their Associations; Associations of farmers and landowners
	4.4.	Non-productive activities aimed at completing agro-environmental objectives (e.g., restauration of traditional drystone walls; planting hedges and rows that increase the complexity of the ecosystem and biodiversity; creation or reconstruction of water troughs (ponds, puddles); creation of wildlife observation points). ⁷⁹⁴	Single Farms or their Consortium, Public Entities, Private and Public partnerships
Measure 5	5.1	Preventive actions aimed to reduce the consequences of natural disasters, atmospheric adversities and catastrophic events (creation of embankments and channels, hydraulic weirs, monitoring and alert systems) ⁷⁹⁵	Public entities, Farmers Association (also temporary, involving at least 3 farms), <i>Consortia di bonifica</i> (land reclamation authorities)

⁷⁹⁰ *Allegato n.1, Delibera della Giunta regionale n.577 del 14/07/2017*

⁷⁹¹ *Allegato A., Delibera di Giunta regionale n. 1394 del 15/12/2015*

⁷⁹² *Allegato A., Delibera di Giunta regionale del 23/12/2015 protocollo N. 28383*

⁷⁹³ *Allegato A., Delibera di Giunta regionale n. 1210 del 28/12/2017*

⁷⁹⁴ It is important to note that the RDP of Liguria sets specific requirements for the construction of drystone walls including the use of materials and forms corresponding the traditional construction models and methods (without use of cement). See *Allegato A., Delibera di Giunta regionale n. 666 del 15/07/2016*

⁷⁹⁵ *Allegato A., Delibera di Giunta regionale n. 271 del 20/04/2018*

	5.2(3b)	Restoration of agricultural land and production potential already damaged by natural disasters ⁷⁹⁶ .	Local Administration, Single Farms and their Associations, <i>Consortia di bonifica</i>
Measure 6	6.1 (2b)	Agricultural start-ups of young farmers ⁷⁹⁷	Young Farmers (> 40 years old)
	6.2 (6a)	Nonagricultural start-ups in the rural areas with intermediate (zone C) and low (zone D) development rate. ⁷⁹⁸	Individuals, micro and small companies, farms
	6.4 (2a)	Development of 'extra-agricultural' activities, such as establishment and improvement of agritouristic business and didactic activities, promoting the traditional cultivation methods, didactic activities (e.g., ' <i>fattorie didattiche</i> '). ⁷⁹⁹	Active Farmers ⁸⁰⁰
	6.4 (5c)	Development of small companies in the rural areas having development issues (zones C and D). ⁸⁰¹	Small and micro companies (not farms)
Measure 7	7.1(4a)	The research and drafting of the management and protection plans for Natura 2000 sites and areas protected by the Law n.394/91 (natural and regional parks, natural reserves) ⁸⁰²	Managers of the Natura sites (public entities, universities, Region)
	7.2	Development of the essential infrastructure for the rural population (public use only) including systems for production of thermal energy (based on forest biomasses and agricultural by-products), aqueducts for potable water and road systems ⁸⁰³	Public entities and their Associations
	7.3	Introduction of large-scale infrastructure (such as civil engineering works, wireless connection, road, water, energy systems) in rural areas with development issues. ⁸⁰⁴	Ministry of Economic Development (MISE)

⁷⁹⁶ Allegato A., Delibera di Giunta regionale n. 1329 del 30/12/2016

⁷⁹⁷ Allegato A., Deliberazione della Giunta regionale n. 389 del 1° giugno 2018

⁷⁹⁸ Allegato A., Delibera di Giunta regionale n. 628 del 01/08/2017

⁷⁹⁹ Allegato A., Delibera di Giunta regionale n. 1188 del 28/12/2018

⁸⁰⁰ According to the Art. 9 of the Regulation (EU) 1307/2013, the active farmers are the farmers who are not involved in business/activities from the 'negative list' (airports, waterworks, real estate services, railway services and permanent sport and recreational groups), unless they can prove that their farming activities are not marginal

⁸⁰¹ Allegato A., Delibera di Giunta regionale n.123 del 28/02/2018

⁸⁰² Allegato A., Delibera di Giunta regionale n. 1171 del 21/12/2017

⁸⁰³ Allegato A., Delibera di Giunta regionale n.1162 del 21/12/2017

⁸⁰⁴ Allegato A., Delibera di Giunta regionale n.1126 del 21/12/2017

	7.4	Investments in recreational, cultural and other services for the rural population: 1) restauration of building in public property for cultural uses, or 2) improvement of public transportation system ⁸⁰⁵	Public entities and their associations
	7.5	Investment in recreational infrastructure, tourist information and small-scale touristic infrastructure (e.g., cycling paths, development of ippotourism, promotion activities)	Public entities and their associations, the Region
	7.6	Support for studies/investments related to the maintenance, restoration and redevelopment of the cultural and natural heritage of villages, rural landscapes and sites of high natural value, including the socio-economic aspects of these activities, as well as awareness building activities in the field of environment. ⁸⁰⁶	Public entities
Measure 10	10.1.A	Adhesion to the principles of integrated agriculture. The support concerns the floriculture, olive, fruit and viticulture, as well as arable and forage lands. ⁸⁰⁷	Farmers and their associations
	10.1.B	Development of the permanent meadows and pastures ⁸⁰⁸	Farmers and their associations
	10.1.C	Breeding of local animal species at risk of extinction ⁸⁰⁹	Farmers and their associations
Measure 13	13.1	Compensations for mountain areas that varies according to the type of agriculture (e.g., extensive or specialized arboriculture, arable or forage) ⁸¹⁰	Active farmers
	13.2	Compensation for areas subject to significant natural constraints (other than	Active farmers

⁸⁰⁵ *Allegato A., Delibera di Giunta regionale n.1164 del 21/12/2017*

⁸⁰⁶ Although the measure refers to the cultural heritage of villages, the costs that can be covered under the sub-measure mainly concern the conservation of natural habitat and species. See the description of the sub-measure 7.6, available at: http://www.agriligurianet.it/media/com_publiccompetitions/docs_repository/MISURA7_6_1132.pdf [last accessed 28.01.2019]

⁸⁰⁷ *Delibera di Giunta regionale n. 279 del 01/04/2016*

⁸⁰⁸ *Ibid.*

⁸⁰⁹ *Ibid.*

⁸¹⁰ Technical and procedural dispositions for the measure n.13, available at: http://www.agriligurianet.it/media/com_publiccompetitions/docs_repository/DGR249_2016_877.pdf [last accessed 01.02.2019]

		mountainous areas of Liguria) ⁸¹¹ . For the moment, only the area of the Community Piana Crixia (Savona) is currently under the consideration for this support, because its agriculture impeded by badland (it. ' <i>calanchi</i> '). ⁸¹²	
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Appendix J. The register of the private producers in the territory of Cinque Terre.⁸¹³

N	Private producer	Land property	Production	Additional services	Location
1	<i>Vignaiolo Fino Riccardo</i>	-	Wine	-	Riomaggiore
2	<i>Sassarini Giancarlo</i>	-	Honey	-	Monterosso
3	<i>Brusco Lorenzo</i>	-	Honey	-	Monterosso
4	<i>Azienda Walter De Battè</i>	-	Wine	Degustation, shop	Riomaggiore
5	<i>Azienda Vitivinicola Cantine Litàn</i>	10 ha	Wine	Accommodation, shop	Riomaggiore
6	<i>Azienda Vinicola La Polenza</i>	-	Wine	-	Corniglia
7	<i>Azienda Sassarini</i>	20 ha	Wine	-	Monterosso
8	<i>Azienda Giuliani</i>	-	Wine	shop	Fosdinovo
9	<i>Azienda Burasca di Cesare Scorza</i>	-	Wine	-	Manarola
10	<i>Azienda Arrigoni Riccardo</i>	4 ha	Wine	Accommodation, degustation, guided tours, shop	La Spezia
11	<i>Azienda Agricola Vetua</i>	-	Wine	-	Monterosso
12	<i>Azienda Agricola Terre Sospese</i>	-	Wine	Guided tours, shop	Riomaggiore
13	<i>Azienda Agricola Terra di Bargòn</i>	2,8ha	Wine	Degultation, shop	Riomaggiore
14	<i>Azienda Agricola Possa di Samuele Heydi Bonanini</i>	-	Wine , honey	-	Riomaggiore

⁸¹¹ Municipalities of Cinque Terre enter in the list of 'difficult' areas, which can benefit within this measure

⁸¹² Ibid.

⁸¹³ As for March 2018

14	<i>Azienda Agricola A Scià</i>	3 ha	Wine	-	Monterosso
16	<i>Azienda Agricola Albana la Torre</i>	2,5 ha	Wine, olive oil	Guided tours, degustation, Accomodation	Riomaggiore
17	<i>Azienda Agricola Campogrande</i>	-	Wine	-	Riomaggiore
18	<i>Azienda Agricola Cantina dei Tobiolì</i>	-	Wine	-	Manarola
19	<i>Azienda Agricola Cheo</i>	1, 5 ha (vine) 2, 5 ha (olive)	Wine, olive oil	-	Vernazza
20	<i>Azienda Agricola Forlini Cappellini</i>	-	Wine, olive oil, grappe, vinegar	degustation	Manarola
21	<i>Azienda agricola l'Olio del Busanco di Ferri Giampietro & S.S.</i>	-	Olive oil, honey	-	Riomaggiore
22	<i>Azienda Agricola Luciano Capellini Cantina del Vin Bun</i>	-	Wine	Agritourism, guided tour, shop	Manarola
23	<i>Neo Aristeo di Andrea Sottanis</i>	-	Honey	Shop	La Spezia
24	<i>Società Semplice Agricola Begasti</i>	-	Wine	-	Monterosso
25	<i>Cantina Crovara</i>	-	Wine	Shop	Manarola
26	<i>Società Agraria Buranco</i>	-	Wine, grappa, olive oil, lemons and honey	Agritourism, shop	Monterosso

Appendix K. Actors involved in the management of the Soave vineyards, their interests, and functions.

Actors	Main interests	Main functions
Farmers and Private Producers	Economic interest Food security Rural development Preservation	development of local agriculture and production; daily maintenance of terraces;
Social Wineries (<i>Sociale Soave, Cantina Sociale Monteforte d'Alpone</i>)	Economic interest Rural Development	development of local agriculture and production; guidance and support for the farmers;
Consortium of producers	Economic interest Rural Development	promotion of the local production and the territory;

	Valorization	
Tourism Microstructures (hotels, restaurants, shops)	Economic interest Preservation	development of the local tourism
Tourism related associations (<i>Pro Loco di Save, Borghi e Castelli, Touring Club Italiano, IAT Est Veronese, Strada del Vino Soave, Pro Loco di Monteforte</i>)	Valorization Economic interest Rural Development Preservation	development and control of the local tourist offer; promotion of the image of Cinque Terre
Residents	Food security Rural development Environmental Protection Preservation Valorization Access	donations for rehabilitation of abandoned terraces; viability of the territory; the transmission of the intangible heritage.
Visitors and Tourists	Environmental Protection Preservation Valorization Access	development of the local tourism market;
Association 'Amici delle Antiche Torri'	Valorization Preservation Rural development	rehabilitation of the abandoned terraces; support to the local agricultural activities; protection of the intangible heritage;
'World Biodiversity Association'	Environmental protection Rural development Valorization Preservation	promotion of sustainable tourism and production;
Universities	Scientific Access Environmental protection Preservation Valorization	scientific and technical support for environmental protection and rehabilitation of terraces;
Municipal Administrations	Rural development Preservation Environmental Protection Food security Valorization Access	urban planning activities; maintenance of the public infrastructure; organization of festivals and events for promoting intangible heritage of AL;
L'Autorità di bacino del fiume Adige	Environmental Protection	management of the hydrogeological risk factor
Region of Veneto (including AVEPA, Veneto Agricoltura)	Rural development Preservation	regional landscape planning;

	Environmental Protection Food security Valorization	material support for rehabilitation of terraces; funding of local associations and projects;
Regional Secretariat of MIBAC and MIBAC	Preservation Valorization Access	policy making, regulation, planning and control;
MIPAAFT	Food security Rural Development Environmental protection Preservation Valorization Access	policy making, regulation and control;
UN FAO	Environmental protection Food security Rural Development Preservation Valorization Access	policy making, regulation and control

Appendix L. Actors involved in the management of terraced agricultural landscape of the Cinque Terre, their interests and functions.

Actors	Main Interests	Functions in management process
Farmers and Private Producers	Economic Food security Rural development Preservation	daily maintenance of terraces; development of local agriculture and production;
Social Winery (Cantina 5 Terre)	Economic Preservation Rural Development	development of local agriculture and production; material contributions for rehabilitation of terraces;
National Park (including CEA and CSRG)	Environmental Protection Preservation Food security Rural development Access Valorization	planning; environmental protection; risk management; development and control of local tourism; support for development of local agriculture and production; promotion of the image of Cinque Terre; education and awareness building; rehabilitation of abandoned terraces

<i>Consorzio per la Tutela dell'Olio Extra Vergine di Oliva DOP Riviera Ligure</i>	Economic Valorization	promotion and protection of the local products
Tourism Microstructures (hotels, restaurants, shops)	Economic	development of the local tourism
Tourism and Transport Consortiums, Tourism agencies and Guides (The Cinque Terre Tourist Association, l'ATI 5 Terre, Maritime Consortium of 5 Terre 'Golfo dei Poeti', Consorzio Occhio blu)	Economic interest Valorization	development of the local tourism; promotion of the image of Cinque Terre; protection the interests of the local tourism microstructures;
Trenitalia S.p.A.	Economic interest	development of the accessibility of the area
STL Cinque Terre	Valorization	development and control of the local tourist offer; promotion of the image of Cinque Terre
Residents and Visitors	Food security Rural development Environmental Protection Preservation Valorization Access	donations for rehabilitation of abandoned terraces; viability of the territory; transmission of the intangible heritage
Visitors and Tourists	Environmental Protection Preservation Valorization Access	Sustain the local tourism market;
Local Voluntary Associations (Save Vernazza, Fondazione Manarola, Uniti per Corniglia, l'Associazione Per Tramonti ONLUS)	Valorization Preservation Rural development	rehabilitation of the abandoned terraces; support to the local agricultural activities; protection of the intangible heritage;
Environmentalists (Legambiente Liguria, WWF, CAI, FAI, Mangi trekking)	Environmental protection Rural development Valorization Preservation	maintenance of the hiking trails; rehabilitation of abandoned terraces; promotion of sustainable tourism
Universities	Access Environmental protection Preservation Valorization	scientific and technical support for environmental protection and rehabilitation of terraces;
Society Dante Alighieri	Economic Valorization	valorization of the agricultural landscape through 'Literary Park'
	Valorization Rural Development	valorization of intangible heritage by means of 'Banca Lavoro'
NGOs	Valorization	support of local agricultural firms;

<i>(La Confederazione italiana agricoltori, Caritas Diocesana; Confagricultura; Fondazione Carispezia)</i>	Rural Development	valorization of intangible heritage by means of 'Banca Lavoro';
Municipal Administrations	Rural development Preservation Environmental Protection Food security Valorization	maintenance of the public infrastructure; organization of festivals and events for promoting intangible heritage of AL; planning activities; material support rehabilitation of terraces
State Forestry (C.F.S.)	Environmental Protection	forest fire prevention
Region of Liguria	Rural development Preservation Environmental Protection Food security Valorization	material support for rehabilitation of terraces; funding of local associations;
Province of La Spezia	Rural development Preservation Environmental Protection Food security Valorization	information and assistance for farmers on existing findings and incentives
Regional Secretariat of MIBAC and MIBAC	Preservation Valorization Access	policy making, regulation, planning and control
MATTM	Environmental protection Preservation Valorization Access	policy making, regulation and control
MIPAAFT	Food security Rural development	policy making, regulation and control
UNESCO and Advisory Bodies	Preservation Valorization Access	policy making, regulation and control

Appendix M. The legal structures and instruments for the protection of agricultural landscapes in Europe and in Italy

Functions	Cultural Heritage		Environmental Asset				Productive Land / Driver of Rural Development
Instruments	<i>ELC</i>	<i>Code 42/2004</i>	<i>Habitat Directive</i>	<i>EIA Directive</i>	<i>SEA Directive</i>	<i>Environmental Code</i>	<i>CAP</i>
Levels	Council of Europe	Italy	EU				EU
Sectors	Territorial development	Culture	Environment				Agriculture
Object	Landscape	Cultural Heritage	Natural habitat	Environment, natural resources		Natural protected areas	Productive zone
Priority concern/s	Quality of life, European identity and cultural, natural diversity	National and territorial identity, culture	Biodiversity	Environmental conditions (biodiversity, water, soil, landscape, etc.)		Natural heritage	Rural Development in Europe, food security, mitigation of the environmental impact
Methods	Safeguarding, management, planning	Conservation, valorization, planning	Conservation	Environmental assessment		Conservation, valorisation, planning, authorization	Planning, development, direct payments, compensations, incentives
Tools	Landscape plans	Landscape plans and restrictions (<i>vincoli</i>)	Natura 2000 Management plan	Environmental report		Park plans and regulations	Regional Rural development plans

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Associação de Desenvolvimento da Região do Alto Tâmega: <https://adtrat.pt>

Association Lavaux Patrimoine mondial: www.lavaux-unesco.ch/?lang=en

FAO. Globally Important Heritage Systems: www.fao.org/giahs/en

Helgeland Museum: <http://helgelandmuseum.no>

L'Associazione per il Patrimonio dei Paesaggi Vitivinicoli di Langhe-Roero e Monferrato:
www.paesaggivitivinicoli.it

La Mission Climats de Bourgogne: www.climats-bourgogne.com/fr/mission-climats_236.html

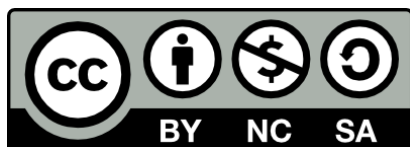
La Mission Coteaux, Maisons et Caves de Champagne: <http://champagne-patrimoinemondial.org>

Registro nazionale dei paesaggi rurali storici:
www.reterurale.it/flex/cm/pages/ServeBLOB.php/L/IT/IDPagina/17423

UNESCO. Cultural Landscapes: <https://whc.unesco.org/en/culturallandscape>

Val d'Orcia srl: www.parcodellavaldorcia.com/en/

Vinea Wacau: www.vinea-wachau.at/en



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