



Farming the Historic Landscape

Towards a better integration of cultural heritage in a sustainable future Common Agricultural Policy

Content

PREFACE	3
<i>Introduction</i>	4
<i>CAP, landscape and cultural heritage</i>	5
<i>The current CAP</i>	6
<i>Good practice</i>	7
<i>The future CAP</i>	10
<i>Making it work</i>	11
<i>Connecting to the public</i>	11
<i>Desirable elements for a future CAP</i>	11
<i>Recommendations</i>	14
<i>References</i>	15
APPENDIX 1	16
APPENDIX 2	22
<i>Colophon</i>	23

PREFACE

The non-paper Farming the Historic Landscape, towards a better integration of cultural heritage in a sustainable future Common Agricultural Policy has been developed by the Reflection Group EU and cultural heritage.

The Reflection Group, founded following the Declaration of Bruges (2010), gathers cultural heritage experts appointed by national heritage authorities in an informal network that contributes to awareness, promotion and preservation of cultural heritage. It plays a coordination role in cultural heritage promotion and cultural environment preservation in relation with the policy areas of the EU.

The Reflection Group raises awareness on the value of cultural heritage and its potential for EU policy development. The Group reflects on how the specific objectives of cultural heritage policy can be achieved when cultural heritage is used as resource for promoting other EU-policy objectives. Furthermore the Group brings cultural heritage at a higher (political) level under the Presidencies of the Council of the European Union working in close collaboration with all stakeholders (public and private organizations involved, including civil society).

During the presidency of the Netherlands of the Reflection Group in 2016, the Group worked on this paper during two sessions in May and November. Between sessions a smaller drafting group prepared a concept. At its last session on 24 and 25 November the Reflection Group agreed on the non-paper and its recommendations. It also agreed that the non-paper would be sent out to relevant stakeholders and institutions.

The members of the Reflection Group are experts in cultural heritage policy and representatives from national heritage authorities from the Member States of the European Union or member states of the European Economic Area.

Current members of the Reflection Group are representatives of Austria, Belgium, Bulgaria, Croatia, France, Estonia, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, the Netherlands, Norway, Poland, Spain, Sweden, Switzerland and the United Kingdom.

With this document the Reflection Group elaborated on its vision that the legal European framework, the articles 3.3 and 167.4 of the Lisbon Treaty, are put into practice. It should result in that policy fields of the EU are aware of the transversal dimension of cultural heritage and take into account cultural heritage in their decision making processes. It should result in the potential of cultural heritage better being incorporated in the general policy of the EU in order to achieve sustainable and optimal management, preservation and promotion of the rich cultural heritage in Europe.

Introduction

European nations share a number of values. Many of them have been laid down in treaties and conventions by both the EU and the Council of Europe. In the field of Cultural Heritage, examples are the Valletta treaty (archaeology), the European Landscape Convention (ELC) and the Faro Convention. In most European countries, these treaties have led to national legislation and the integration of these values into both national and international policies. Appendix 1 presents several examples.

From the 1960's onwards, the European Union and its predecessors have formulated a Common Agricultural Policy (CAP). This policy is revised regularly. Prior to each new CAP entering into force the new policy is developed, a process which takes several years. The current policy term is 2014-2020. Exploratory studies for the post-2020 CAP commenced in 2016.

During its meeting in May 2016, the Reflection Group EU and Cultural Heritage took the initiative to prepare a non-paper intended as a contribution to the future CAP. This non-paper formulates good practice with regard to how the current CAP and cultural heritage benefit each other, it identifies areas where there is room for improvement, and it offers recommendations (page 14) for future agricultural policy. In addition to specifying the crossovers between CAP and cultural heritage, it aims to raise awareness among policy makers as to how cultural heritage can help to meet the targets of the CAP.

CAP, landscape and cultural heritage

Looking from a broader perspective at what defines Europe, the landscape is one of the main identifying features. When asked what springs to mind when Tuscany is mentioned, people come up with pine trees; in the case of Brittany, it is drystone walls, whereas ‘Holland’ evokes a scene of meadows, ditches and windmills. Although all three are clichés, these stereotypes clearly show that landscape and agriculture are two sides of the same coin.

This relation is perhaps best illustrated by some of the ‘living cultural landscapes’ designated as a UNESCO World Heritage Site, such as the Alto Douro Wine Region (Portugal) and the Upper Middle Rhine Valley (Germany). The idea that heritage and agriculture are closely connected is not new. For instance, in 2011, the European Heritage Heads Forum (EHHF) organized a conference about this relation and advised the European commission that the CAP should acknowledge the importance of heritage and cultural landscapes.

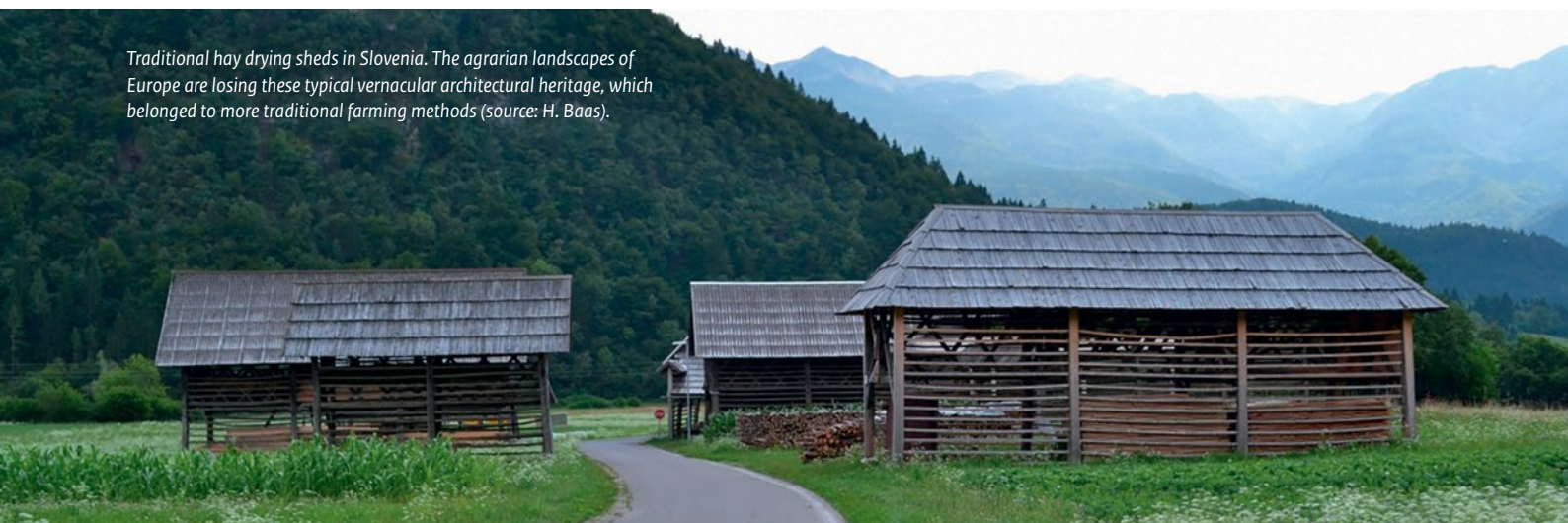
It seems logical, therefore, to consider mutual understanding of and cooperation between landscape, heritage and agriculture when preparing the future CAP. This non-paper is a first step. It recommends the European and national policy makers to explicitly include cultural heritage in the conditions of the CAP.

The rural landscapes we see today are the result of centuries of interaction between agricultural production and physical geography. Landscape diversity and changeability depend on numerous factors such as changing demand for, and pricing of,

food products, technological development, changing forms of land-use and animal husbandry and, last but not least, individual and/or collective choices throughout history in response to these factors. The stone walls, avenues, ditches, vineyards and other elements we appreciate today as cultural heritage are remnants of earlier phases of still ongoing processes in the landscape.

There is an imminent danger that farmers attempting to adapt their fields to the demands of an economically viable production will perceive heritage as a physical obstacle. This danger is one reason why farmers and other landowners should be economically remunerated by the State for preserving and managing, rather than obliterating, cultural heritage on their land when rationalizing their production. The underlying idea is that farmers produce not only food but also landscape qualities that are being regarded as public property¹. This implies a need for a broad and integrated definition of the term ‘landscape’. Using such integrated and at the same time sustainable approaches, policy makers are able to incorporate into their strategies many variables which affect a region’s successful development. We fully endorse the ELC’s definition of landscape as ‘an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors’. This definition explicitly acknowledges the dual nature of landscape as being both natural and cultural as well as the fact that these aspects are indivisible. This is important with respect to EU policy. Often, the phrase ‘sustaining the state of European landscapes’ is used only in reference to phenomena such as the Natura 2000 sites.

Traditional hay drying sheds in Slovenia. The agrarian landscapes of Europe are losing these typical vernacular architectural heritage, which belonged to more traditional farming methods (source: H. Baas).



¹ The principle of rewarding farmers for the provision of environmental public goods has been the basis for rural development regulation funded agri-environment schemes in England since the 1980's. Despite a general RDR measure for the “conservation and upgrading of rural heritage”, although many member states have developed agri-environmental schemes only the UK and Ireland have included cultural heritage.

The current CAP

This, however, is an exclusive, narrow interpretation of landscape. Whilst the implication is that the ELC places great store on sustainable land use, in effect the conservation of one aspect of the landscape (nature) to the detriment of another (cultural heritage) does not amount to active sustainability.

In the current CAP² a formal shift in focus has taken place from stimulating production towards more sustainable farming practices and a more land-based approach. The CAP has two 'pillars', one comprising direct payments to farmers, and the other, funds for rural developments. The two pillars are increasingly interconnected, thus providing a more holistic and integrated approach in support of the policy. Specifically, the current CAP has introduced a new architecture for direct payments. This should result in a more targeted, more equitable and a greener CAP which aims for an enhanced safety net and the strengthening of rural development. As a result, the CAP is better equipped to meet the challenges ahead and to contribute to a more competitive and sustainable European agriculture.

Pillar 1

In Pillar 1, the CAP has introduced a new policy instrument, Green Direct Payment. With this instrument the Commission wishes to stimulate farmers to take measures that are beneficial to the environment, so called greening measures. Green Direct Payment accounts for 30% of the national direct payment budget and rewards farmers for respecting three compulsory agricultural practices: 1. maintenance of permanent grassland, 2. ecological focus areas, and 3. crop diversification. The compulsory character of Green Payment has contributed to the fact that practices which benefit the environment and counteract climate change have now been introduced in most agricultural areas in Europe.

Although landscape and cultural heritage are not mentioned as such, the three greening measures implicitly present options for landscape and cultural heritage. For instance, when farmers create ecological focus areas (EFA's), small landscape elements like wooded banks can help to fulfil greening requirements. The significance of such field boundaries - often dating centuries back - lies in the fact that they are the regional expression of landscape development through history. In other words, they aptly demonstrate the interdependency of nature and cultural heritage management. At present the greening measures relate solely to habitats and species, and although in theory this may include cultural assets such as field boundaries, what

is needed is an explicit reference in the next Rural Development Regulation (RDR) (pillar 2) to 'the retention of environmental landscape features'.

Another illustration of the relation with cultural heritage is provided by measures to prevent deep ploughing of farmland, thus leaving archaeological values intact.

Farmers can be made more aware that landscape elements can be utilized for, or themselves constitute, greening measures. Additionally, several more convenient alternatives to landscape elements exist which also meet greening requirements, as for example catch crops. It is important to realize however that utilizing landscape elements only applies to arable land. Other types greening measures apply to grassland. The challenge is to raise awareness among both farmers and policy makers of the possibility to combine natural and cultural heritage in this manner. In other words: above all, we need to make the implicit more explicit.

Looking at the present CAP, a future CAP can be improved further by incorporating more explicit statements to the effect that landscape elements or, in a broader sense, cultural heritage, can serve as a criterion in greening measures. Linking landscape and biodiversity goals can increase a CAP's positive effect on cultural heritage value(s) without having to alter its formal regulations.

Pillar 2

With regard to Pillar 2, the Commission stated that its focus on sustainability is apparent from the fact that at least 30% of each Rural Development Programme budget (=Pillar 2) is allocated to voluntary measures which benefit the environment and counteract climate change. These include measures touching upon agri-environmental climate issues, organic farming, Areas of Natural Constraints (ANC), Natura 2000 areas, forestry, and investments benefitting the environment or the climate. Finally, under the umbrella of so-called 'non-productive investments' heritage is represented by support for restoration/renewal of field boundaries, small dams, walls and other elements. For Pillar 2 each country writes its own Rural Development Programme (RDP), an example in point being RDPE, or 'Rural Development Programme England'.

² See also http://ec.europa.eu/agriculture/policy-perspectives/policy-briefs/05_en.pdf



Dry stone wall, Yorkshire. Every wall requires maintenance. Without proper maintenance these ancient field boundaries will eventually disappear from the cultural landscapes (source: H. Baas).

Another theme addressed by Pillar 2 is the LEADER programme. Projects receiving LEADER subsidies may involve cultural heritage. As such, funds may also be applied to the development of tourism provided recipients can demonstrate that some connection with agriculture exists.

Again, heritage and/or landscape are implied but not mentioned as such, and making them explicit can be helpful. However, cultural heritage immediately comes to mind when dealing with issues surrounding 'sustainability' and benefits to the environment. For example, centuries-old structures in the landscape that are still in use (or have acquired a new function) are by definition sustainable and therefore beneficial to the environment (circular economy).

Good practice

The Reflection Group took the initiative to collect and examine examples of how the CAP already functions with regard to cultural heritage. These examples demonstrate that possibilities for integrating heritage into the goals of both Pillar 1 and 2 already exist, although there is still ample room for improvement. While the examples from most nations refer to Pillar 2, the Dutch example pertains to Pillar 1.



Grave monuments from the prehistoric/early medieval period (Viking age) in the south Swedish parish of Västtra Strö. Photographer Pål-Nils Nilsson. Copyright under the Creative Commons CC BY license, Attribution 2.5 Sweden <http://creativecommons.org/licenses/by/2.5/se/legalcode>

Sweden: The current RDP contains a number of support and compensation measures likely to have positive effects, directly or indirectly, on cultural heritage including the cultural landscape. Support is possible for, for example, the management or restoration of pastures, meadows and chalets, or for community-led local development through LEADER. However, the current RDP lacks some of the optional payments for heritage management available in previous RDPs. A recent evaluation by the Swedish National Heritage Board of the effectiveness of the payment schemes in relation to heritage and environmental quality objectives came to the conclusion that there is a need for reformed future payments within the RDP for managing heritage.

Flanders (Belgium): Some of the Flemish Land Agency's agro-environmental climate measures have a favourable impact on landscape and heritage features. The creation and maintenance of field margins to buffer vulnerable natural elements can also be used to buffer earthworks such as Roman-era tumuli. The creation and maintenance of small landscape elements such as hedges, woodland edges and pollarded trees contributes to the preservation of old landscape structures. Support to non-productive farming investments also applies to small heritage-related investments as for example the restoration of an old bake-house.

Financial support to increase the countryside's environmental quality and vitality includes a subsidiary measure intended to optimize the amenity value of rural areas with respect to regional identity, with a focus on heritage, tradition and tourism. This measure is administered at a provincial level and selected targets must conform to provincial rural policy plans. Illustrative projects concern local rural heritage objects such as watermills or windmills.

At the moment a new stewardship scheme is being developed to maintain or create strategic grassland on designated archaeological zones or other areas with designated heritage value.

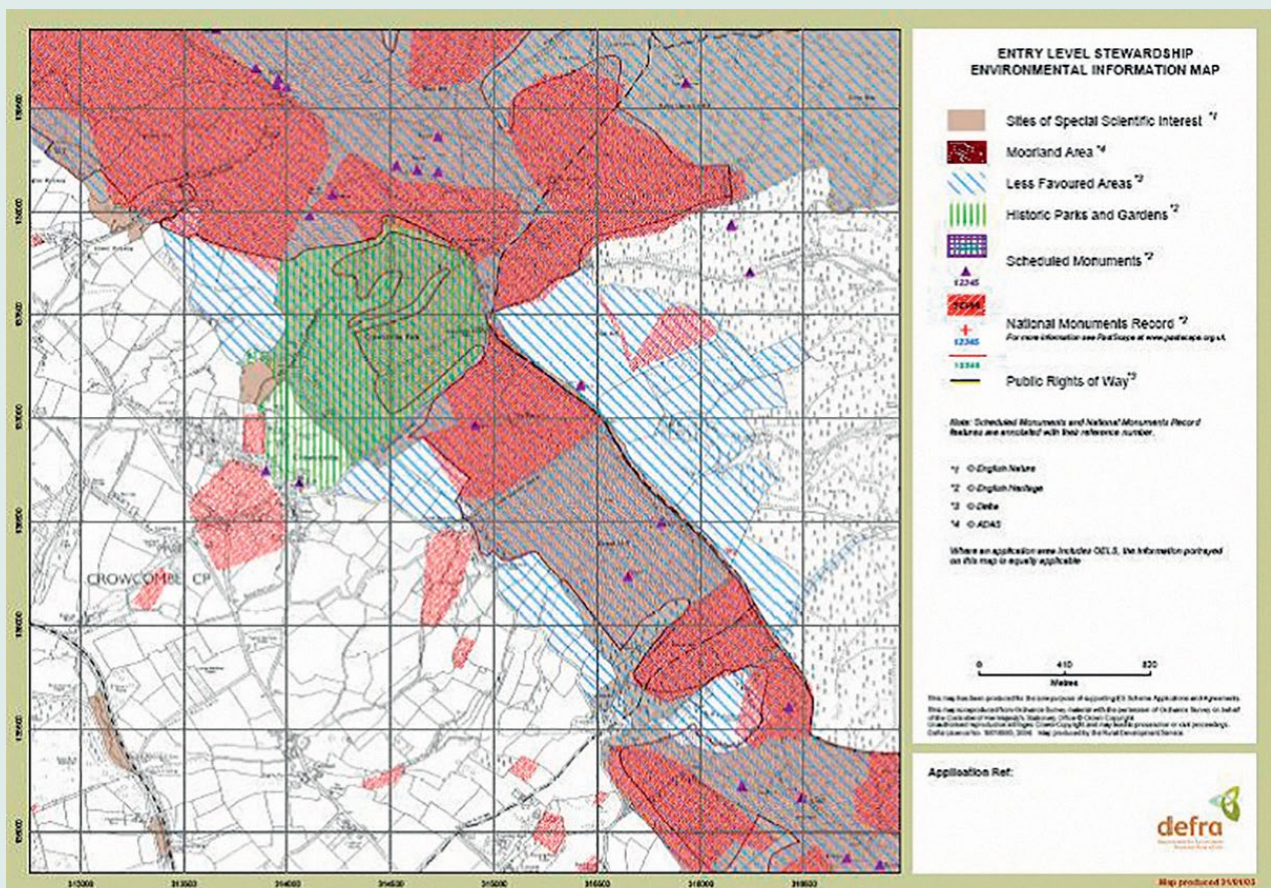
Estonia: For the period 2016–2018, Estonia has set aside a total of 2.5 million Euro for the restoration of drystone walls. The national heritage board is involved in an advisory capacity.

Germany: The funding period 2007-2013 was the first during which the support programme for the preservation, restoration and appreciation of cultural-historical building fabric and heritage conservation formed an integral part of the Development Programme for Rural Areas in Mecklenburg-Vorpommern (EPLR-M-V). During this period, 44 projects were supported with a total investment volume of around 65 million Euro. During the funding period 2014-2020, the support programme for cultural heritage is again part of the EPLR.

United Kingdom: Under the RDPE, farmers may select out of the recorded heritage features on their land those (types of) features they wish to manage, for which they then receive a subsidy. Regardless of whether farmers opt for management, features on the list (see below) are protected for the duration of the agreement.

Netherlands: Arable farmers need to set aside 5% of their land as Ecological Focus Area (EFA) in order to meet the greening criteria. Small landscape elements like hedges, ditches (under certain circumstances) and pollarded willows not only are important heritage elements but also have a high nature value and may therefore be counted as (part of) the 5% EFA. In this way the CAP combines and maintains heritage values and nature values. At present, landscape elements constitute only a small proportion of all EFAs (ca. 7%). In other countries, for example Ireland, this percentage is much higher.

The Dutch Cultural Heritage Agency has published the brochure Heritage as an aspect of the common agricultural policy on the relation between cultural heritage and the CAP. This brochure can be downloaded from the Agency's website (<http://cultureelerfgoed.nl/publicaties-rce>).



The future CAP

Although the new CAP policy term will commence in 2021 the new policy is already in the making. The focus on sustainability is expected to continue although its exact form is still unclear. As before, the future CAP will meet several policy targets, such as food security, innovation, climate, environment, employment, viability of rural areas and animal welfare. In 2015 the Standing Committee on Agricultural Research (SCAR) of the European Commission presented three scenarios to explore the social context in which a future CAP could be operating: High-tech, Self-organization and Collapse. Each policy target is affected differently by each scenario. Cultural heritage is currently not on the list of possible targets but is expected to be appraised differently by society in each of the scenarios.

It is already apparent that in each scenario regions will assume a more important role. The Reflection Group believes that cultural heritage has much to offer to the CAP to help it meet its policy targets. Heritage can contribute to keep rural areas viable and may improve how the CAP functions.

The first step is **raising awareness** among the national and European CAP policy makers of the fact that heritage and agriculture are already intertwined. When speaking of agriculture, we are actually speaking of landscape and heritage. It is a well-known fact that public appreciation of 'nature' is in fact an appreciation of landscape and heritage. These three aspects - agriculture, heritage and landscape - are often perceived as identical or at the very least as being closely linked. To heritage professionals, this notion is not new; an international consortium of European experts has already initiated a three-year project, 'CHeriScape' (www.cheriscape.eu). Since the introduction of the European Landscape Convention in 2000 and the Faro Convention on the Value of Cultural Heritage to Society in 2005,

High-tech: in this scenario new technology owned by multinationals deeply influences our lives. Innovations like driverless tractors or contract farming go hand in hand with a rural exodus. Europe will be a federation and its society wealthy but with marked inequality. Sustainability issues have been resolved. A Bio-boom scenario. Consequence: the role of the EU/national governments declines in favour of multinationals.

Self-organization: Under this scenario a Europe of regions will emerge in which new IT technologies with disruptive business models will lead to self-organization. Society will be a bottom-up democracy with short supply chains and multifunctional agriculture. European institutions are weak, regions and cities dominate. Regional inequalities exist, depending on natural endowments. Consequence: the CAP keeps its dominant position.

Collapse: This scenario becomes reality when the effects of severe climate change become manifest while mass migration and political turbulence will lead to a collapse of institutions and European integration. Regional and local communities will look for self-sufficiency in a context of bio-scarcity and labour-intensive agriculture. Technological development will come to depend on scientific developments in countries like China, India and Brazil. Consequence: the CAP will only facilitate innovation and risk management.

the reciprocal relation of landscape and heritage is becoming clearer and better understood. Landscape and cultural heritage are mutually supportive and in conjunction they offer a way to realize the social and economic benefits of both. Landscape can



Wine has been produced by traditional landholders in the Alto Douro region for some 2,000 years. This long tradition of viticulture has produced a landscape in which agriculture and cultural heritage are inseparable (source www.histcape.eu).

provide a framework within which heritage can be understood in different ways; the topic was discussed during five CHeriScape conferences centring on the themes of research, policy, community building, global change and the future.

From CHeriScape key messages we can make a connection to the CAP: if the heritage sector wishes to establish a rapport with CAP policy makers in order to make them aware that the CAP also has a bearing upon heritage, it is up to heritage professionals to make this notion explicit.

Although the exact form of the future CAP is still unsettled we may assume that the shift towards sustainability will continue. In the present CAP, this is especially manifest in the greening requirements which every farmer must fulfil in order to qualify for full payment. The focus on greening may well turn out to be a crucial opportunity for the heritage sector to become involved. Greening requirements are clearly formulated in the present CAP.

In September 2016, the Cork 2.0 European Conference on Rural Development declared that the European Union's new, innovative, integrated and inclusive rural and agricultural policy should be guided by ten policy orientations. Of these, the fourth, 'preserving the rural environment', states that land management plays a key role in the interface between citizens and the environment. According to the declaration, policies should aim to intensify the delivery of environmental public goods including the preservation of Europe's natural and cultural heritage. The Cork declaration shows that policy makers appear to have made the first step in the right direction.

Making it work

Firmly embedding heritage into people's minds is one thing, to organize the process in a manner that is manageable is another. The Commission and EU member states are not keen on more regulations nor do they wish to complicate matters unnecessarily for farmers. The heritage sector is aware of this. However, the fact that agriculture, landscape and heritage are aspects of the same issue can resolve problems in this respect. All that is needed is to make people aware that heritage is an integral part of both sustainability and greening.

How to make this work? How can heritage be made explicit and embedded effectively in greening requirements? Issues involved include questions such as 'do we possess sufficient information on heritage to be able to extract relevant data? Is there a monitoring system in place to evaluate the policy's intended

beneficial effects on heritage? Is one year the optimal contract period or are seven or even 30-year contracts preferable?

Management subsidies are in themselves important for the preservation and accessibility of heritage. This is their primary effect. Since well preserved, well managed landscape elements also constitute an 'infrastructure' for, for example, biodiversity, recreation and tourism, such subsidies also have numerous secondary effects which justify them to an even greater extent. This approach is similar to the concept of ecosystem services.

When developing the future CAP the above mentioned execution measures should be elaborated in more detail.

Connecting to the public

In the context of Rural Development Programmes (RDP), Pillar 2 of the CAP - support for land (or landscape) management - offers opportunities to connect to the public. Not only does this help to build a stronger public support for the landscape (and thus heritage and nature) but it is also a very cost effective method since much work is done by volunteers. It would be undesirable, however, for the heritage sector and the public to be burdened with the costs of remediation brought about by the CAP.

Linking cultural heritage with agriculture and landscape may function as a powerful catalyst. Heritage connects farmers and the public or society at large. Not only will the public be better informed about the important role played by farmers in maintaining the landscape, but they will also be more aware that cultural landscape management cannot exist without agriculture, since farmers are the main guardians of the landscape. As such, they safeguard the sources of our (re-)interpretations of the past, the biodiversity infrastructure, and recreational and tourism resources.

Desirable elements for a future CAP

The Reflection Group has inventoried among its members what subjects in relation to heritage it would like to see addressed in the future CAP. The following general and specific suggestions were received:

Sweden: There is a need for reformed payments for heritage management in the next RDP. The Swedish National Heritage Board is currently investigating some aspects assumed to have the potential to contribute to better targeted and cost-effective



Typical Dutch peat reclamation landscape, where ditches separate the meadows from each other. Due to land decline, the typical dairy farmers are looking for new perspectives (source W. van der Ende).

future payments. The aspects under consideration are, in short (1) enhanced possibilities for regional adaptation with respect to the character of the cultural heritage and landscape, (2) result and value based payments, (3) heritage management in a wider landscape context by encouraging cooperation between several land owners and managers, and (4) enhanced possibilities for a wider target group than just farmers to take on commitments for heritage management.

United Kingdom: Heritage is perceived as an opportunity for rural economic growth, not a threat. Integrated land management is more cost effective.

Netherlands: At the moment, ditches only qualify as landscape elements in a narrow set of specific circumstances. Simpler (national) regulations would allow more ditches to be considered as an ecological focus area. This would be especially relevant to ditches which are under threat, in cases where heritage values are at stake and where their maintenance falls outside the farmer's regular range of activities.

Flanders (Belgium): Environmental protection with a view to foster sustainable development and promote territorial cohesion deserves more attention. Thus far the CAP has focused on agricultural production and distribution. By incorporating additional objectives the CAP may more effectively contribute to landscape quality, by promoting measures targeting, on the one hand, landscape conservation/management in a broader sense and, on the other, sustainable development.

Better coordination between agricultural, environmental and cohesion policies allows farmers to combine and further develop their roles as food producers and managers of the agricultural landscape. There should be a greater awareness

of the CAP's potential to maintain and strengthen the quality, visibility and identity of the landscape.

Farmers are the managers of the cultural landscape and guardians of nature. Either way, the connection between managing the landscape and a viable agriculture is essential. If a farmer can be compensated for managerial work, this will benefit both the farmer and the landscape. The CAP needs to enhance its financial reward for the farmer's role as manager of the landscape.

Landscape management is less susceptible to fluctuations in the economic cycle as it responds to another market, and it also provides a positive contribution to agriculture and social welfare.

At the very least, the associated environmental objectives should be met in order to promote sustainable development and economic, social and territorial cohesion. A more explicit link between direct payments and these objectives should make it easier to enforce them in all member states.

Estonia: Almost one third of the world's alvar grasslands are located in Estonia. An alvar is a biological plains environment on a limestone basis with little or no soil and, as a result, sparse grassland vegetation. Often flooded in the spring and affected by drought in midsummer, alvars support a distinctive prairie vegetation. This stressed habitat supports a community of rare plants and animals. Trees and bushes are absent or severely stunted. These relatively stable and species-rich ecosystems are part of the traditional rural landscape and contain valuable cultural heritage. In the past, alvars were used as pasture to graze sheep and horses. Over the last hundred years, the area covered by alvar in Estonia has decreased drastically due to technological development and changes in land ownership. The greatest change in the distribution and properties of alvar grasslands occurred after the Second World War, when some



Rough vegetation instead of vineyards and collapsed historic dry stone walls: There are manifold risks for cultural heritage, especially in the rural areas of Europe. (source: General Directorate Rhineland-Palatinate)

of them fell out of use and were neglected or afforested. As a result, the alvar area is much reduced and only 9,000ha (20% of the original area) remain. Measures are urgently needed in order to secure their viable continuation. Concise and effective cooperation with landowners is a necessary prerequisite to effectively convey to them the value of the alvars. CAP subsidies supporting farming practices on alvars would help in their preservation.

Germany: Historical towns and cultural landscapes are a unique part of the European identity. That is also true of Germany. 80% of the nation's territory has a rural character. In those areas the interdependence between natural countryside, landscape and built and movable cultural properties is especially evident. In short: in many locations it would be impossible to maintain cultural heritage without a sustainable and viable agriculture. But it would be equally difficult to stabilize agricultural production without preserving and managing heritage. Finally, local or regional identity (which is an important factor in marketing regional products) would disappear if cultural heritage were to fall into decay.

Croatia: Historical elements such as drystone walls, historical field patterns and pathways, village layouts and traditional courtyards are all part of the agricultural landscape. In order to preserve this landscape with all its elements, traditional knowledge and skills must be preserved. A number of these skills and practices have been registered as cultural assets and their preservation is closely linked to landscape, nature and the soil. The new CAP strategy should encourage communities to preserve those traditional forms of land use (olive and grape cultivation, livestock management and water course maintenance) and expertise which are valued as vital elements

of the cultural heritage, and therefore crucial to the preservation of this specific cultural landscape.

To summarize the issues and concerns listed above: it is clear that in the upcoming period the heritage sector is facing the major task of raising awareness of the interconnected network of which cultural heritage is a part. But it is equally clear that there are traditional types of agriculture and livestock management as well as certain landscape elements and traditional skills that are closely connected to the cultural landscape and sustainable land use but fall outside the scope of the present CAP. These are points the future CAP should address.

It would be helpful if the future CAP could elaborate upon the interdependencies between agriculture and cultural heritage, which can contribute considerably to the quality and future opportunities of the agricultural sector. The project 'Cultural Heritage Counts for Europe'³ has demonstrated the economic role of cultural heritage in regional development. Analyses have shown that every single Euro that is invested in cultural heritage preservation renders up to 10 Euro in total revenue. Proactive strategies and a framework facilitating various projects which simultaneously target the protection and a future-oriented use and management of landscapes, cultural heritage and agriculture seem to be the most promising approach.

³ http://ec.europa.eu/culture/news/2015/0612-cultural-heritage-counts_en.htm

Recommendations

This paper attempts to set out the links and crossovers between cultural heritage and agriculture and to demonstrate how heritage management within the CAP may positively contribute to all aspects (economy, biodiversity, society, culture) of a sustainable development of society at large. These observations greatly reinforce the notion that society through a system of remunerations should make it more profitable for farmers to preserve and manage heritage/landscape elements than to tear them down in the context of production rationalization.

This leads to a number of recommendations which can be integrated in the future CAP:

1.

At present, the overly narrow definition of landscape in the CAP/Rural Development Regulation is in conflict with the European Landscape Convention, which recognizes the plurality of landscape as being intrinsically cultural as well as natural. **Incorporation of the ELC definition of landscape into the CAP** would create a level playing field for all. This broader definition will contribute further to achieving EU's sustainability goals, which is of great importance in the agricultural policy.

2.

Formulating more explicit definitions – or extending existing ones – can acknowledge the fact that cultural landscape elements constitute sources for interpretations of our past. At the same time they form an infrastructure for biodiversity and provide resources for recreation and tourism. This is a convincing argument for **remunerating farmers for preserving and managing the landscape**, rather than accepting that cultural landscape elements are neglected or even torn down.

3.

The role of farmers as the main managers of our landscape should be acknowledged. Farmers, in addition to being food producers, hold the key to the preservation of a number of public goods highly valued by present society and that is well worth preserving for the future. When farmers are remunerated under the CAP to manage public goods in the landscape, farmers

and society at large both gain by it. After all, for millions of Europeans the (agri-)cultural landscape is the environment in which they live every day. The work of the farmers will be more appreciated by the public, which in turn will give them pride in their work.

CAP support for landscape and heritage management can also help to provide farmers with a more stable income. In this manner the CAP offers possibilities for both sectors; equally, heritage offers possibilities for the goals of the CAP.

4.

A Europe-wide exchange of best practices in the field of integrated approaches to agriculture and cultural heritage and in the optimal utilization of programmes such as the CAP should be stimulated.

Existing European heritage networks can provide a framework for this exchange of approaches. The European Commission can use (results from) research within the Horizon 2020 program bridging the gap between agricultural use of land, and the management of cultural heritage.

5.

Cooperation and dialogue should be encouraged within and between the EU Commission, national and regional governments and agencies **to formulate and achieve common goals and ways to facilitate the delivery of environmental public goods**, including the preservation of Europe's natural and cultural heritage (cf Cork 2.0 Declaration 2016).

6.

Equally to be encouraged is **further dialogue** on this subject **between the EU Commission, national governments, agencies and the main stakeholders** such as farmers, the heritage sector and landscape organisations. **A dialogue between the agricultural and the heritage sector** arouses a greater mutual interest in the position of each, to the benefit of our landscape and (living) environment.

References:

- Boogerd, A.M., Future CAP and cultural heritage. (Presentation for the reflection group, 10 May 2016, The Hague).
- Cultural Heritage Agency of the Netherlands (2016), Heritage as an aspect of the Common Agricultural Policy. Brochure, Amersfoort.
- European Commission, (2016), Review of greening after one year, Commission Staff Working Document, draft, Brussels (16 D 3563544 - KD - Annex 2 to CSWD Greening review - Initial results...).
- EU SCAR (2015), Agricultural Knowledge and Innovation Systems Towards the Future – a Foresight Paper, Brussels.
- European Heritage Heads Forum (2011), EHHF final statement. 6th annual meeting, 25-27 May 2011, Amsterdam. (www.ehhf.eu/annual_meetings/ehhf-2011)
- Poppe, K. Hacking the CAP Options to redesign the European agricultural policy after 2020 LEI Wageningen UR, The Hague, The Netherlands, 2016. (<http://toekomstglb.nl/wp-content/uploads/Management-Summary-LEI-study-The-CAP-after-2020.pdf>)
- Vogelzang, Th. Et al, Het GLB na 2020, schets voor een herontwerp. LEI/Wageningen UR, 2016. (<https://www.rijksoverheid.nl/binaries/rijksoverheid/documenten/rapporten/2016/04/01/het-glb-na-2020/het-glb-na-2020.pdf>)
- Vogelzang, Th. & P. Berkhout, Het GLB na 2020: schets voor een herontwerp. In: Landwerk, 2016 #3, p. 20-24.
- Cork 2.0 declaration 2016. (see http://ec.europa.eu/agriculture/events/2016/rural-development/cork-declaration-2-0_en.pdf)
- Käärt, K. (2016), CAP_Alvar Grasslands, Tallinn University, School of Natural Sciences and Health, Tallinn. <http://www.raa.se/2016/07/battre-stod-till-de-som-bevarar-jordbrukets-kulturmiljoer/>

Common Agricultural Policy and Cultural Heritage on the European Agenda - APPENDIX 1

What provisions are already in place?

UNESCO

UNESCO's 1972 World Heritage Convention and the Man & Biosphere programme give possibilities of protecting and managing cultural (agricultural) landscapes.

The below World Heritage properties are examples of this:

Austria: Hallstatt-Dachstein / Salzkammergut Cultural Landscape, Wachau Cultural Landscape, Fertö / Neusiedlersee Cultural Landscape

France/Spain: Pyrénées - Mont Perdu

France: Jurisdiction of Saint-Emilion; The Causses and the Cévennes, Mediterranean agro-pastoral Cultural Landscape; Champagne Hillsides, Houses and Cellars and The Climats, terroirs of Burgundy

Germany: Garden Kingdom of Dessau-Wörlitz; Upper Middle Rhine Valley

Hungary: Hortobágy National Park - the Puszta; Tokaj Wine Region Historic Cultural Landscape

Italy: Costiera Amalfitana; Portovenere, Cinque Terre, and the Islands (Palmaria, Tino and Tinetto); Val d'Orcia; Vineyard Landscape of Piedmont: Langhe-Roero and Monferrato

Norway: Vegaøyan -- The Vega Archipelago

Portugal: Alto Douro Wine Region, Landscape of the Pico Island Vineyard Culture

Spain: Aranjuez Cultural Landscape; Cultural Landscape of the Serra de Tramuntana

Sweden: Agricultural Landscape of Southern Öland

Switzerland: Lavaux, Vineyard Terraces

United Kingdom: St Kilda

There are over a 100 Biosphere reserves in the EU, of which some also have a sustainable agricultural land use.⁴

European Union

Over the past few years a number of documents have mentioned the connection between the EU Agricultural Policy, rural areas and cultural heritage (CH). These documents have been listed below with a summary of their main points or the exact wording, and any relevant web links.⁵

What is the basis for EU cultural heritage policy?

Treaty on European Union

Preamble

DESIRING to deepen the solidarity between their peoples while respecting their history, their culture and their traditions

Article 3.3

The Union shall establish an internal market. It shall work for the sustainable development of Europe based on balanced economic growth and price stability, a highly competitive social market economy, aiming at full employment and social progress, and a high level of protection and improvement of the quality of the environment. It shall promote scientific and technological advance.

It shall combat social exclusion and discrimination, and shall promote social justice and protection, equality between women and men, solidarity between generations and protection of the rights of the child.

It shall promote economic, social and territorial cohesion, and solidarity among Member States.

It shall respect its rich cultural and linguistic diversity, and shall ensure that Europe's cultural heritage is safeguarded and enhanced.

Treaty on the Functioning of the European Union

Article 167

1. The Union shall contribute to the flowering of the cultures of the Member States, while respecting their national and regional diversity and at the same time **bringing the common cultural heritage to the fore.**
2. Action by the Union shall be aimed at encouraging cooperation between Member States and, if necessary, supporting and supplementing their action in the following areas:

⁴ <http://whc.unesco.org/en/culturallandscape/> and <http://www.unesco.org/new/en/natural-sciences/environment/ecological-sciences/man-and-biosphere-programme/>

⁵ http://ec.europa.eu/culture/policy/culture-policies/cultural-heritage_en.htm

- improvement of the knowledge and dissemination of the culture and history of the European peoples,
 - **conservation and safeguarding of cultural heritage of European significance,**
 - non-commercial cultural exchanges,
 - artistic and literary creation, including in the audiovisual sector.
3. The Union and the Member States shall foster cooperation with third countries and the competent international organisations in the sphere of culture, in particular the **Council of Europe**.
4. The Union shall take cultural aspects into account in its action under other provisions of the Treaties, in particular in order to respect and to promote the diversity of its cultures.

Council conclusions, May 2014

In May, 2014, EU Culture Ministers called for a "mainstreaming of cultural heritage in national and European policies" and for "the development of a strategic approach to cultural heritage". Their conclusions (**'Council conclusions on cultural heritage as a strategic resource for a sustainable Europe'**) acknowledged the specific role of cultural heritage in achieving the Europe 2020 strategy goals for a smart, sustainable and inclusive growth.

Among other things, the document states the following: *'cultural heritage is a non-renewable resource that is unique, non-replaceable or non-interchangeable, which is confronted with important challenges related to cultural, environmental, social, economic and technological transformations that affect all aspects of contemporary life. It contributes to environmental sustainability and cuts across several public policies beyond the cultural, such as those related to regional development, social cohesion, agriculture, maritime affairs, environment, tourism, education, the digital agenda, research and innovation. These policies have a direct or indirect impact on cultural heritage and at the same time cultural heritage offers a strong potential for the achievement of their objectives. Therefore, this potential should be fully recognised and developed.'*

On MS and the Commission a call was made

- > To use CH as a strategic resource for developing a society based on (among others) ecological values.
- > mobilise available resources for supporting, enhancing and promoting cultural heritage via an integrated, holistic approach, while taking into account its cultural, economic, social, environmental and scientific components;
- > contribute to the mainstreaming of cultural heritage in national and European policies

- > identify and build on the synergies created between the EU and national public policies beyond cultural policy, such as regional development, cohesion, agriculture, maritime affairs, environment, energy and climate change, tourism, education, research and innovation with a view to creating added value;
- > where possible, improve access to funding, make full use of available programmes for the public and private sector, and encourage investment in cultural heritage as a part of integrated strategies for sustainable local and regional development within available national and EU programmes, as well as within the EU Structural Funds in accordance with partnership agreements;

A call on MS was made

- > To enhance the role of cultural heritage in sustainable development, focusing on urban and rural planning, redevelopment and rehabilitation projects; [...]
- > Encourage networking and partnerships between cultural heritage and other policy fields, between public and private actors in all relevant domains and on different levels of governance; [...]
- > foster traditional knowledge and skills that are necessary to the safeguarding, sustainable management and development of cultural heritage and that should be handed down to future generations, so as to improve human capital and ensure the continuous protection of and access to Europe's cultural assets.⁷

The Council's Conclusions were partly derived from a Presidency meeting held in Vilnius, Lithuania, in 2013, named **'Cultural heritage and the eu-2020 strategy – towards an integrated approach'**.⁶ During a session dedicated to the theme of 'European Agricultural Policy and Cultural heritage' some good examples from France, Lithuania, Germany and Spain of cooperation between the sectors were presented. All examples were related to the Leader programme or environmental policy, or to topics such as forestry, biodiversity or tourism, often in the context of (potential) future world heritage sites. They demonstrated how by combining the efforts on heritage and agriculture the value of the heritage can be enhanced and contributions can be made towards economic and sustainable territorial development. It became apparent that the involvement of local people in preservation and development is a crucial factor for success in the process of establishing a bottom-up integrated approach. The meeting concluded by referring to the cross-sectorial relevance of cultural heritage. It recommended to make it a mainstream component of national and European policies and to incorporate the subject in an integrated manner into EU policies including the agriculture policy.⁷

⁶ <http://www.eu-heritage2013.kpd.lt/>

⁷ Final statement: http://www.eu-heritage2013.kpd.lt/uploads/files/Final%20statement_en.pdf

Commission Communication 2014

In July 2014, in response to the EU ministers' call, the European Commission adopted a Communication **'Towards an integrated approach to cultural heritage for Europe'** as well as a mapping report.

The Communication mentioned agriculture in the context of opportunities to make better use of the economic potential of EU cultural heritage and of finding ways to utilize it in local and regional development. The Communication further referred to the European Agricultural Fund for Rural Development, out of which € 1.2 billion Euro was invested in the conservation and upgrading of rural cultural heritage for the period 2007-2013. The Commission concludes: 'Much of Europe's cultural heritage is also embedded in rural areas and remote regions, often closely linked with the natural environment; here innovative forms of community-oriented management can greatly improve their economic and social potential.' It further identified an opportunity in the trend that '[...] heritage sites become public spaces that produce both social and environmental capital, the cities and regions that host them turn into drivers of economic activity, centres of knowledge, focal points of creativity and culture, places of community interaction and social integration; in short they generate innovation and contribute to smart, sustainable and inclusive growth, in line with the objectives of the EU 2020 strategy.' As an additional example, the Commission mentioned the fact that heritage can help to 'brand' regions, which stimulates tourism.

The Mapping report sets out the Common Agricultural Policy and its programmes and funding structure (p. 21). By way of example, it referred to projects within the European Network for Rural Development.

Council conclusions, November 2014

In the Council's conclusions of November 2014 regarding **'participatory governance of cultural heritage'** the EU Culture Ministers pleaded for, among other things, governance frameworks that would facilitate the implementation of cross-cutting policies so as to enable cultural heritage to contribute to objectives in different policy areas, including smart, sustainable and inclusive growth. The Culture Ministers further advocated the development of synergies between sustainable tourism strategies and the local cultural and creative sectors, again by promoting governance frameworks which actively involve local people, in order to foster sustainable, high-quality cultural tourism and to contribute to the revitalization of urban and

rural areas, whilst safeguarding the integrity and maintaining the cultural value of heritage as well as balancing economic opportunities and the wellbeing of citizens.

The Ministers further promoted the transmission of traditional skills and knowledge across generations and their innovative deployment as well as cross-fertilization by means of scientific and technological developments.

The Council conclusions pertaining to 'Strengthening tourism by leveraging Europe's cultural, natural and maritime heritage'⁸ emphasized that Europe's cultural heritage contributes to the appeal of tourist destinations. In addition the conclusions underlined that cultural and natural heritage [...] tourism can play a specific role by providing consumers with more choice and by attracting more businesses through diversification of the tourist attractions on offer, extending the tourism season, etcetera [...]. The MS, the Commission and the industry were invited 'to foster competitiveness driven cross-border and inter-regional cooperation on cultural heritage issues, in particular through the promotion of cultural and thematic tourism itineraries that safeguard the authenticity of our cultural legacy, while delivering high quality, sustainable tourism products, accessible to all'.

The Council of Europe Heritage and Landscape Conventions

The four landscape and heritage conventions established by the Council of Europe between 1985 and 2005 underlie cultural heritage-related and environmental legislation and policies in many EU member states. The conventions address landscape, architectural heritage, archaeology and the societal value of cultural heritage.

A.

The European Landscape Convention of the Council of Europe promotes the protection, management and planning of European landscapes and organizes European collaboration on landscape issues. The Convention is the first international treaty to be exclusively concerned with all aspects of European landscape. It applies to the entire territory of the Parties and covers natural, rural, urban and peri-urban areas. It concerns landscapes that might be considered outstanding as well as everyday or degraded landscapes.

The European Landscape Convention was established in Florence in 2000. Thirty-eight Council of Europe member states have ratified the Convention while two states have signed it.⁹

⁸ http://www.consilium.europa.eu/uedocs/cms_Data/docs/pressdata/en/intm/146037.pdf

⁹ Text as published on the Council of Europe's website <http://www.coe.int/en/web/landscape/home> and linked pages.

With the exception of Austria, Estonia and Germany (neither signed nor ratified) and Malta (signed but not ratified), all are EU members.

In the preamble, connections are established between the landscape, culture and cultural heritage:

Noting that the landscape has an important public interest role in the cultural, ecological, environmental and social fields, and constitutes a resource favourable to economic activity and whose protection, management and planning can contribute to job creation;

Aware that the landscape contributes to the formation of local cultures and that it is a basic component of the European natural and cultural heritage, contributing to human well-being and consolidation of the European identity;

The Convention uses the following **definition of landscape** and associated terms:¹⁰

'Landscape' means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors;

'Landscape policy' means 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;

'Landscape quality objective' means, for a specific landscape, the formulation by the competent public authorities of the aspirations of the public with regard to the landscape features of their surroundings;

'Landscape protection' means actions to conserve and maintain the significant or characteristic features of a landscape, justified by its heritage value derived from its natural configuration and/or from human activity;

'Landscape management' means action, from a perspective of sustainable development, to ensure the regular upkeep of a landscape, so as to guide and harmonise changes which are brought about by social, economic and environmental processes;

'Landscape planning' means strong forward-looking action to enhance, restore or create landscapes.

In Chapter II, in the context of national measures it is agreed that each Party (=country) should introduce the following general measures:

To recognise landscapes in law as an essential component of people's surroundings, an expression of the diversity of their shared cultural and natural heritage, and a foundation of their identity;

And also:

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.

Specific measures are recommended to raise awareness and with respect to training, education, identification and assessment, the definition of landscape quality objectives and the implementation of landscape policies. Also included is a plea for European collaboration between Parties, for example by taking into account the landscape dimension of international policies and programmes and by recommending the inclusion of landscape considerations whenever relevant (Art. 7)

Publications relevant to the ELC, landscape, territory and (regional) spatial planning: www.coe.int/en/web/landscape/publications

B.

The **Convention for the Protection of the Architectural Heritage of Europe**, the so-called Granada Convention held in Granada, Spain, in 1985, was the first international treaty to include the principles of integrated conservation. The Convention came into force in 1987 and has been ratified by 41 member states of the Council of Europe, including Norway, Switzerland and all EU member states except Austria and Luxembourg.¹¹

Article 7

of the Convention sets out the principles of integrated conservation:

In the surroundings of monuments, within groups of buildings and within sites, each Party undertakes to promote measures for the general enhancement of the environment.

And in Article 10:

Each Party undertakes to adopt integrated conservation policies which:

1. *include the protection of the architectural heritage as an essential town and country planning objective and ensure that this requirement is taken into account at all stages both in the drawing up of development plans and in the procedures for authorising work;*
2. *promote programmes for the restoration and maintenance of the architectural heritage;*
3. *make the conservation, promotion and enhancement of the architectural heritage a major feature of cultural, environmental and planning policies;*
4. *facilitate whenever possible in the town and country planning process the conservation and use of certain buildings whose intrinsic importance would not warrant protection within the meaning*

¹⁰ <http://www.coe.int/en/web/conventions/full-list/-/conventions/rms/0900001680080621>

¹¹ http://www.coe.int/t/dg4/cultureheritage/heritage/Archeologie/default_en.asp

of Article 3, paragraph 1, of this Convention but which are of interest from the point of view of their setting in the urban or rural environment and of the quality of life;

5. foster, as being essential to the future of the architectural heritage, the application and development of traditional skills and materials.

C.

The **Convention for the Protection of the Archaeological Heritage of Europe** was established in response to threats to archaeological heritage by major construction projects carried out throughout Europe from 1980 onwards or by natural risk factors, clandestine or unscientific excavations or a lack of public awareness. It established a new legal baseline for national policies in Europe for the protection of archaeological assets as scientific data sources and documentary evidence of the European collective memory, in line with the principles of integrated conservation.

The Valletta or Malta Convention was adopted in 1992 and came into force in 1995. It has been ratified by 44 member states of the Council of Europe including Norway, Switzerland and all EU member states except Luxemburg.¹²

The preamble to the Malta Convention reaffirms the importance of the introduction of appropriate administrative and scientific supervisory procedures and the necessity for town and country planning and cultural development policies to reflect the protection of archaeological heritage. With regard to the physical protection of archaeological heritage each party undertakes to implement measures to conserve and maintain it, preferably in situ (Article 4). Article 5 list provisions for an integrated conservation of archaeological heritage:

Each Party undertakes:

- i to seek to reconcile and combine the respective requirements of archaeology and development plans by ensuring that archaeologists participate:
 - a. in planning policies designed to ensure well-balanced strategies for the protection, conservation and enhancement of sites of archaeological interest;
 - b. in the various stages of development schemes;
- ii to ensure that archaeologists, town and regional planners systematically consult one another in order to permit:
 - a. the modification of development plans likely to have adverse effects on the archaeological heritage;
 - b. the allocation of sufficient time and resources for an appropriate scientific study to be made of the site and for its findings to be published;

- iii to ensure that environmental impact assessments and the resulting decisions involve full consideration of archaeological sites and their settings;

- iv to make provision, when elements of the archaeological heritage have been found during development work, for their conservation in situ when feasible;

- v to ensure that the opening of archaeological sites to the public, especially any structural arrangements necessary for the reception of large numbers of visitors, does not adversely affect the archaeological and scientific character of such sites and their surroundings.

D.

The **Framework Convention on the Value of Cultural Heritage for Society** is innovative in that it links the concept of the 'common heritage of Europe' to human rights and the fundamental freedoms. This so-called Faro Convention constitutes an original contribution to issues surrounding 'living together', quality of life and a living environment in which citizens can prosper. The Convention can be used as an instrument by European societies which are currently being transformed due to the effects of the economic crisis, the transition to other energy sources, demographic and migration factors and the depletion of resources. As such, it calls for new sustainable development models driven by greater democracy, more intense citizen participation and better governance on the basis of more open, reactive and transparent institutions.

The Faro Convention was adopted in 2005 and came into force in 2011. It has been ratified by 17 member states of the Council of Europe, including Norway and eight EU member states: Austria, Croatia, Hungary, Latvia, Luxembourg, Portugal, the Slovak Republic, and Slovenia. In addition, five states have signed the convention, among them EU member states Belgium, Bulgaria and Italy.¹³

Some countries will incorporate (parts of) the convention into their legislation or national, regional or local policies without ratifying it, something for which a framework convention is suitable.

Article 9

of the Faro Convention list aspects of the sustainable use of cultural heritage:

- a. promote respect for the integrity of the cultural heritage by ensuring that decisions about change include an understanding of the cultural values involved;
- b. define and promote principles for sustainable management, and to encourage maintenance;

¹² http://www.coe.int/t/dg4/cultureheritage/heritage/Archeologie/default_en.asp

¹³ http://www.coe.int/t/dg4/cultureheritage/heritage/Identities/default_en.asp

- c. ensure that all general technical regulations take account of the specific conservation requirements of cultural heritage;
- d. promote the use of materials, techniques and skills based on tradition, and explore their potential for contemporary applications;
- e. promote high-quality work through systems of professional qualifications and accreditation for individuals, businesses and institutions.

With regard to cultural heritage and economic activity, Article 10 states:

In order to make full use of the potential of the cultural heritage as a factor in sustainable economic development, the Parties undertake to:

- a. raise awareness and utilise the economic potential of the cultural heritage;
- b. take into account the specific character and interests of the cultural heritage when devising economic policies; and
- c. ensure that these policies respect the integrity of the cultural heritage without compromising its inherent values.

The responsibility for cultural heritage is a shared one and public participation is important (Article 11). Article 11 provides a framework for the organization of public responsibility for cultural heritage:

In the management of the cultural heritage, the Parties undertake to:

- a. promote an integrated and well-informed approach by public authorities in all sectors and at all levels;
- b. develop the legal, financial and professional frameworks which make possible joint action by public authorities, experts, owners, investors, businesses, non-governmental organizations and civil society;
- c. develop innovative ways for public authorities to co-operate with other actors;
- d. respect and encourage voluntary initiatives which complement the roles of public authorities;
- e. encourage non-governmental organizations concerned with heritage conservation to act in the public interest.

European Heritage Head Forum

The theme of the 2011 Forum was 'Changes in Rural Heritage'. Its starting point was the observation that 'all over Europe we are witnessing the transformation of the countryside. Global change, climate change, urbanization and regulations coming from Brussels, have strong impact on the agrarian landscape as we know it today. Depopulation, destruction of archaeological sites and desolated farmhouses are common issues. How do we cope with these developments?'¹⁴

Among the Forum's conclusions was the acknowledgement that the rural landscapes of Europe have 'the potential to benefit rural communities by generating jobs and wealth and supporting sustainable tourism; because it promotes social and territorial cohesion by fostering a sense of European, national and local distinctiveness; and because it supports the physical, mental and spiritual wellbeing of all people, whether in the countryside or the city.' The rapid changes affecting the countryside and rural heritage, driven by economic pressure and changes in agriculture and other rural industries, increasing urbanization and demographic shifts, may pose a threat to the cultural values of rural heritage – including its contribution to society at large – 'as never before'.

The EHHF called on governments (national and regional) to advise the European Commission to have a regard for the cultural values of Europe's landscapes and to use all resources available to conserve and protect these values in the context of its policies pertaining to agriculture, culture, regional and sustainable development, and cohesion. Also, the Commission's Common Agricultural Policy should acknowledge the importance of cultural landscape values and sustainable development and should allocate financial resources to their conservation and protection through rural development and agri-environmental measures. On a national level, the EHHF recommended the acknowledgement of the crucial role of national spatial planning policies in the conservation of the cultural heritage and landscapes and in the promotion of sensitive and innovative approaches to its adaptive re-use so that cultural heritage may continue to serve the needs of rural communities in the future. The European Heritage Heads also recognized the importance of forming alliances with local authorities and civil society in the management of change in rural heritage in order to be able to support sustainable solutions to the challenges created by that change.

CHeriScape

CHeriScape is a landscape-focused network funded as part of the transnational pilot call of the European Joint Programming Initiative on Cultural Heritage. CHeriScape explores the overlapping territories of two Council of Europe conventions, the European Landscape Convention (Florence, 2000) and the Faro Convention on the Value of Cultural Heritage to Society (Faro, 2005).

Landscape and cultural heritage are intimately linked concepts.

¹⁴ For the programme, see http://ehhf.eu/sites/default/files/201407/EHHF_Programme_Amsterdam.pdf For presentations and slides, see http://ehhf.eu/annual_meetings/ehhf-2011. For the conclusions, see http://ehhf.eu/sites/default/files/201407/Amsterdam_EHHF_final_statement_2011.pdf

¹⁵ See: <http://www.cheriscape.ugent.be/>

They are mutually supportive, and in conjunction they offer a way to realize the social and economic benefits of both. Heritage in all its diverse manifestations daily enriches people's landscapes. At the same time, the idea of landscape provides a global framework within which heritage can be differently understood, cherished and protected. It is a perception that helps us to understand our place in the world, and one which transcends disciplinary boundaries, thus offering 'heritage' a wider audience and participation as well as new horizons of understanding and context. Using landscape as a guide and a framework can be a way to help 'overcome the fragmentation of initiatives deriving by diverse and sometimes potentially conflicting approaches' and 'the multiplicity and geographical dispersion of bodies and institutions' recognized by the JPI on Cultural Heritage.¹⁵

International Council on Museums annual conference, Milan, July 3-9, 2016: Museums and cultural landscapes

This conference highlighted the new responsibilities of museums towards the heritage that surrounds them. One of the aims was to explore the possibilities of new partnerships with other professionals. The approval of a 'Declaration of ICOM on Museums and Cultural Landscapes' is anticipated to set out new strategic objectives and programmes for contemporary museums.

The role of farming for rural development in Sweden - APPENDIX 2

In 2016, the Swedish Board of Agriculture launched a literature review on research into the role of agriculture in rural development in industrialized countries.

From the English summary: 'The review focuses on quantitative studies in this field, and point to areas where there is a need for further research. The literature in this area shows a wide field of research with regard to theoretical approaches, analytical methods, choices of indicators and data sets used. Overall, the number of studies is relatively few, for what reason it is difficult to draw general conclusions. Still, some results recur in several studies:

The effects of agriculture on the surrounding economy seems to be weak, especially in rural regions. This is due to the fact that agriculture is largely linked to suppliers and processing industries located in larger cities.

Farming seems to stimulate local employment in regions hosting a relatively large food processing industry. In addition, small-scale food production appears to be positively correlated with tourism and experience industries.

In regions with strong economic growth there is a competition between sectors for land, labour and other factors of production. In such regions, growth in agriculture tend to have a negative effect on the regional economy, since an increase in agricultural production imply that other sectors with higher productivity are crowded out.

A differentiated agricultural landscape creates attractive environments for living and recreation, which are observed by positive demographic trends and economic growth in areas that are rich in natural amenities. What this landscape effect means in terms of employment opportunities and employment growth has, however, not been quantified in current research.

Dependencies between different industries make rural development more a matter of place-based policies than a matter of stimulation of individual sectors. Diversity in the local economy increases the possibilities of local integration of various sectors, including agriculture.

The conclusions summarized from the current research literature point to a number of issues that need to be studied more. A crucial question concerns the incidence of crowding out effects in relation to different agricultural support measures. In this context, it is also important to advance the knowledge

about the relationships between natural amenities, entrepreneurship and employment growth. Furthermore, labour markets are frequently studied in relation to urban migration, but which types of relationships can be found between rural jobs and the size of the rural population?

To sum up, it is obvious that most people prefer to live in urban areas. Still, the presence of vacation houses and growing rural tourism shows that the countryside is an attractive environment for recreation. The natural and cultural amenities found in differentiated agricultural landscapes seem to stimulate entrepreneurship and economic activities that are not directly linked to agricultural production, but which are indirectly dependent on the preservation of agricultural land. Hence, a varied landscape is, presumably, the strongest contribution of the agricultural sector to a lively and prospering countryside.'

Colophon

This non paper is a product from the Reflection group EU and Cultural Heritage

Reflection group secretariat:

B. Myle
Government of Flanders
Department of Culture, Youth and Media
Cultural Heritage Division
Arenbergstraat 9, 1000 Brussels
brigitte.myle@cjsm.vlaanderen.be

Author: E. Raap

Date: March 2017

Image on front :

Västeräng: Farmhouses in the Swedish province Hälsingland, parish of Delsbo in Hudiksvalls municipality, County of Gävleborg

Photographer Bengt A Lundberg, Swedish National Heritage Board

Copyright under the Creative Commons CC BY

license, Attribution 2.5

Sweden <http://creativecommons.org/licenses/by/2.5/se/legalcode>

