



ISCAR Workshop,
7. – 8. September, 2017, Tolmin

Landscape (in)sensitivity of policies: insights from the evaluation of Common agricultural policy impact on Alpine cultural landscapes in Slovenia

Mojca GOLOBIČ, Nadja PENKO SEIDL
University of Ljubljana, Biotechnical faculty,



landscape diversity

important resource from a variety of perspectives beyond food production.

biodiversity

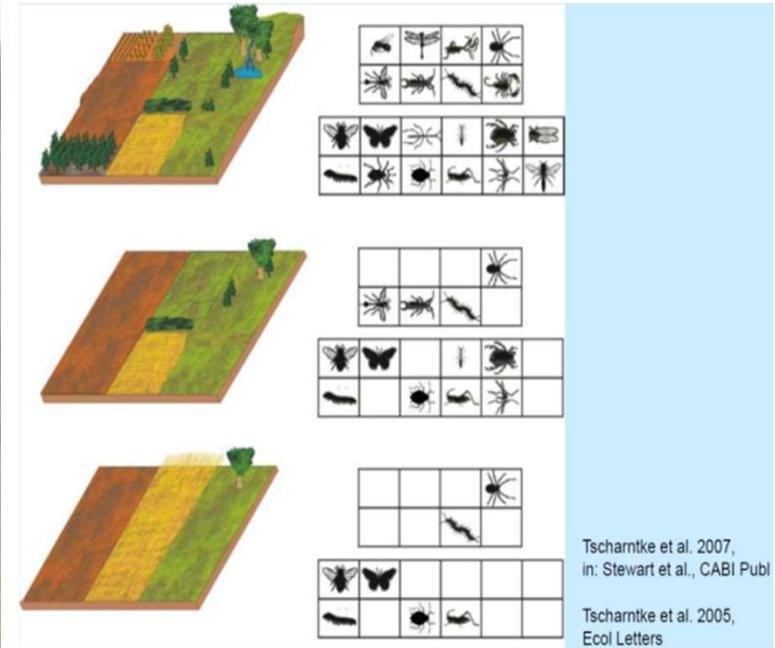
tourism

and identity on different levels



(agri)cultural landscapes

High diversity; i.e. variety of landuse types and landscape features



Objectives for preservation of landscape diversity:

The European Landscape Convention (2000)

Alpine Convention (AC, 1991)



Instruments:

EU: CAP, NATURA2000

National: transposition in legislations, spatial planning



Impacts on landscape diversity (regionally, locally)



policy measures

- Direct payments: Cross-compliance & agricultural greening: establishment of ecological focus areas
- Rural Development Programme: agri-environment-climate, innovation and competitiveness, areas with constraints, Natura2000 and water framework payments, afforestation





Mainly low efficiency of CAP for preserving landscape diversity;
Impact on biodiversity: negative - abandonment & intensification of
agricultural production lead to unification of landscapes and decrease of
biodiversity



Slovenia - situation

Fast vanishing of species-rich grasslands due to ploughing and intensive use of grassland and overgrowth due to abandonment of agriculture

Vanishing of landscape features due to lack of instruments.

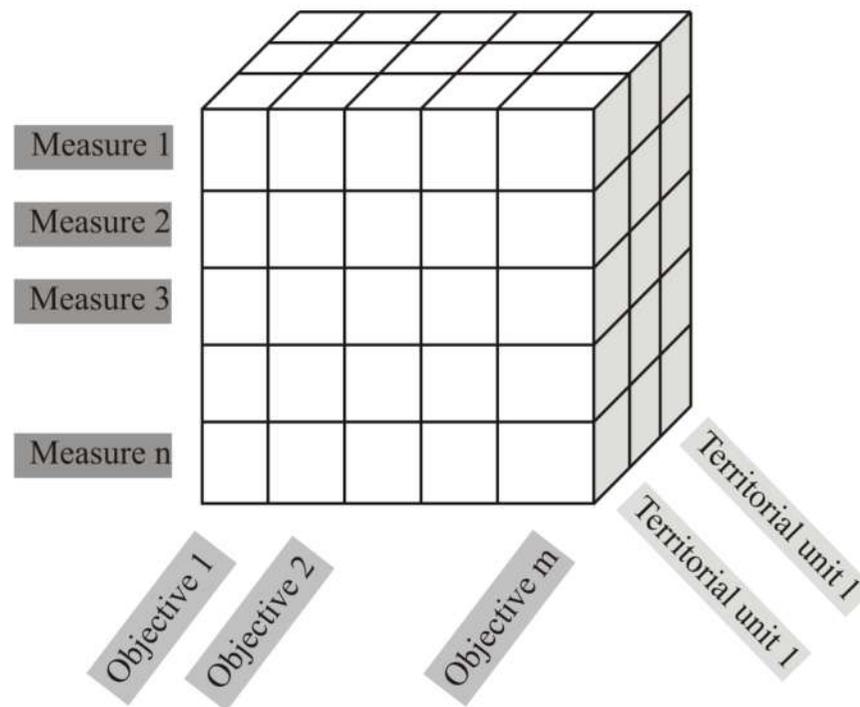
Low efficiency of policies (indirect evaluation): agricultural activities adapted to nature conservation objectives only in 11% of the areas (22% grasslands) in 2012. (Žvikart, 2010, The Slovenian Biodiversity . . . 2015 – 2025)



methods

TIA – Territorial impact assessment (Golobič and Marot, 2011, Marot et al., 2013, Golobič et al., 2015, Fischer et al., 2015) – a territory sensitive approach for the assessment of policy impacts

- Expert knowledge, Delphi survey

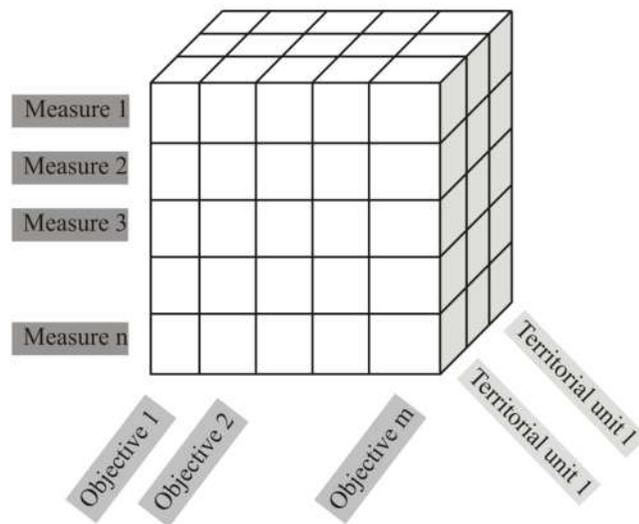


landscape objectives

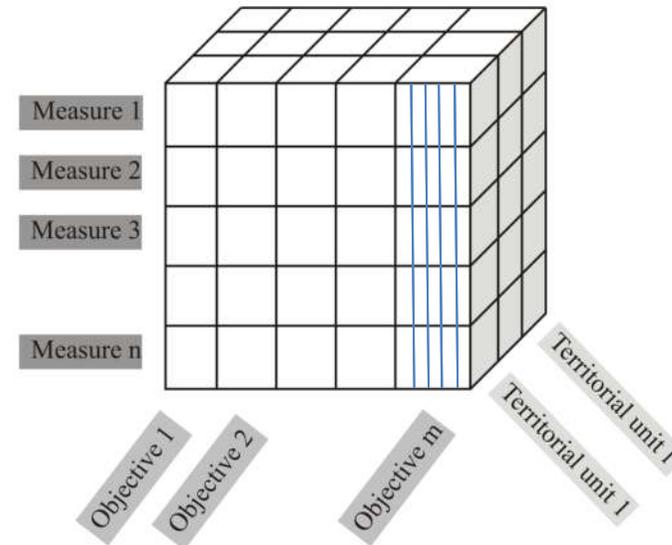
The criteria and reference for assessment :

- Macro-regional level (area of AC): The Alpine Convention (Article 2.2., protocols on “Spatial Planning and Sustainable Development,” “Conservation of Nature and the Countryside,” and “Mountain Farming.”)
- Regional/local: Regional Distribution of Landscape Types in Slovenia (Marušič et al., 1998),

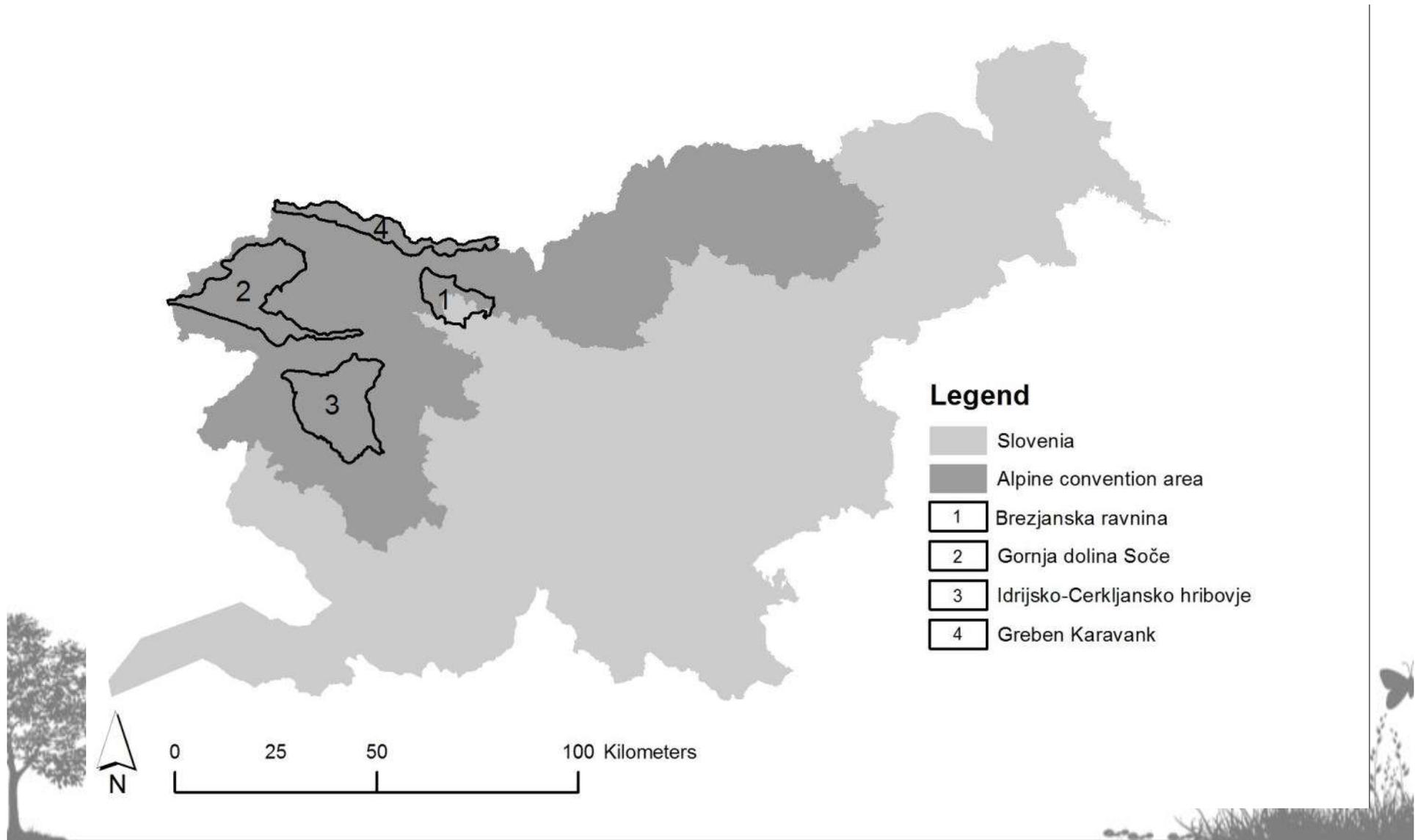
Macro regional level (Alpine region)



Micro regional level (SI landscape units)



(pilot) landscape units



Brezje plain Subalpine central Slovenian plain



Upper Soča Valley the Julian Alps



Idrijsko-Cerkljansko hribovje Subalpine hills of Western Slovenia

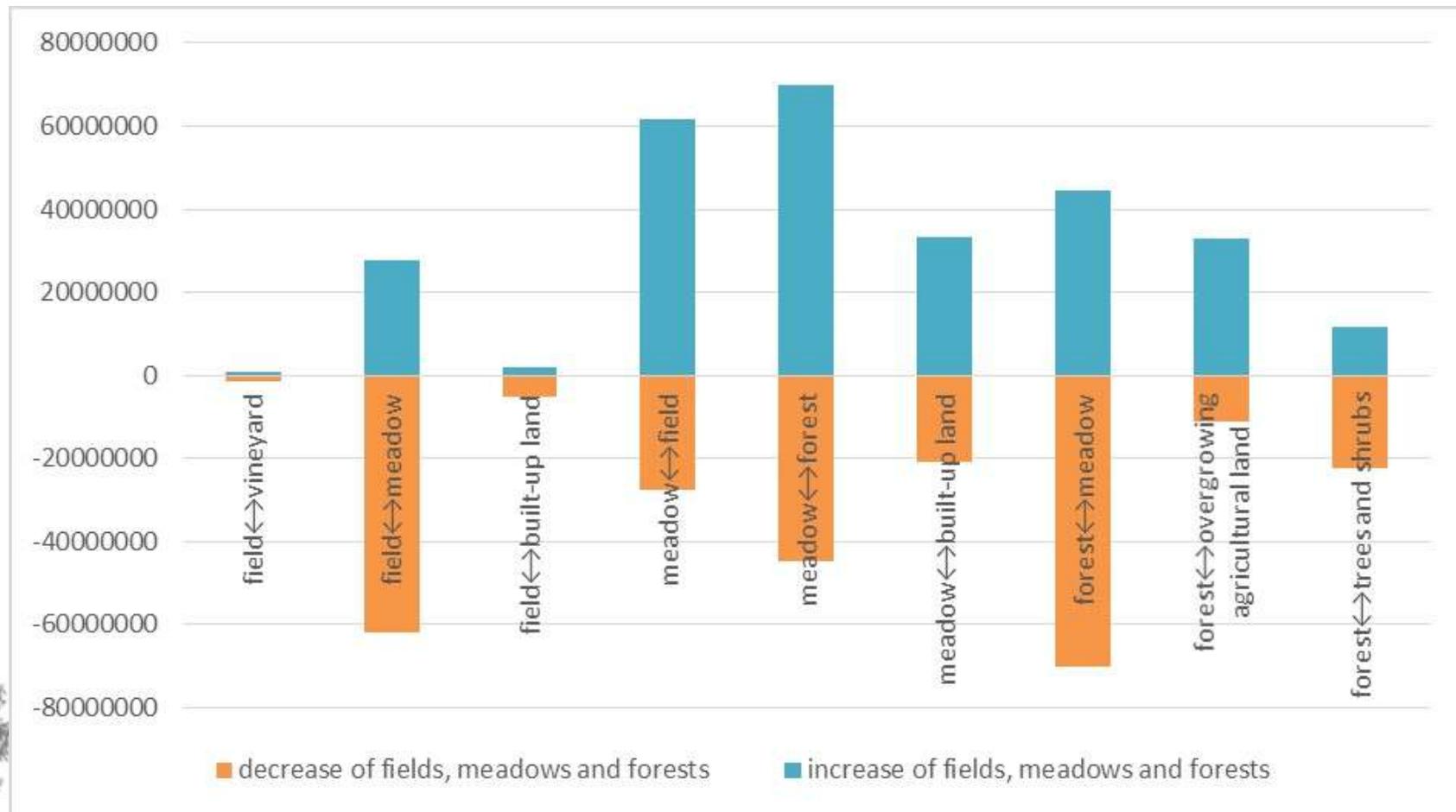


Greben Karavank Karavanke

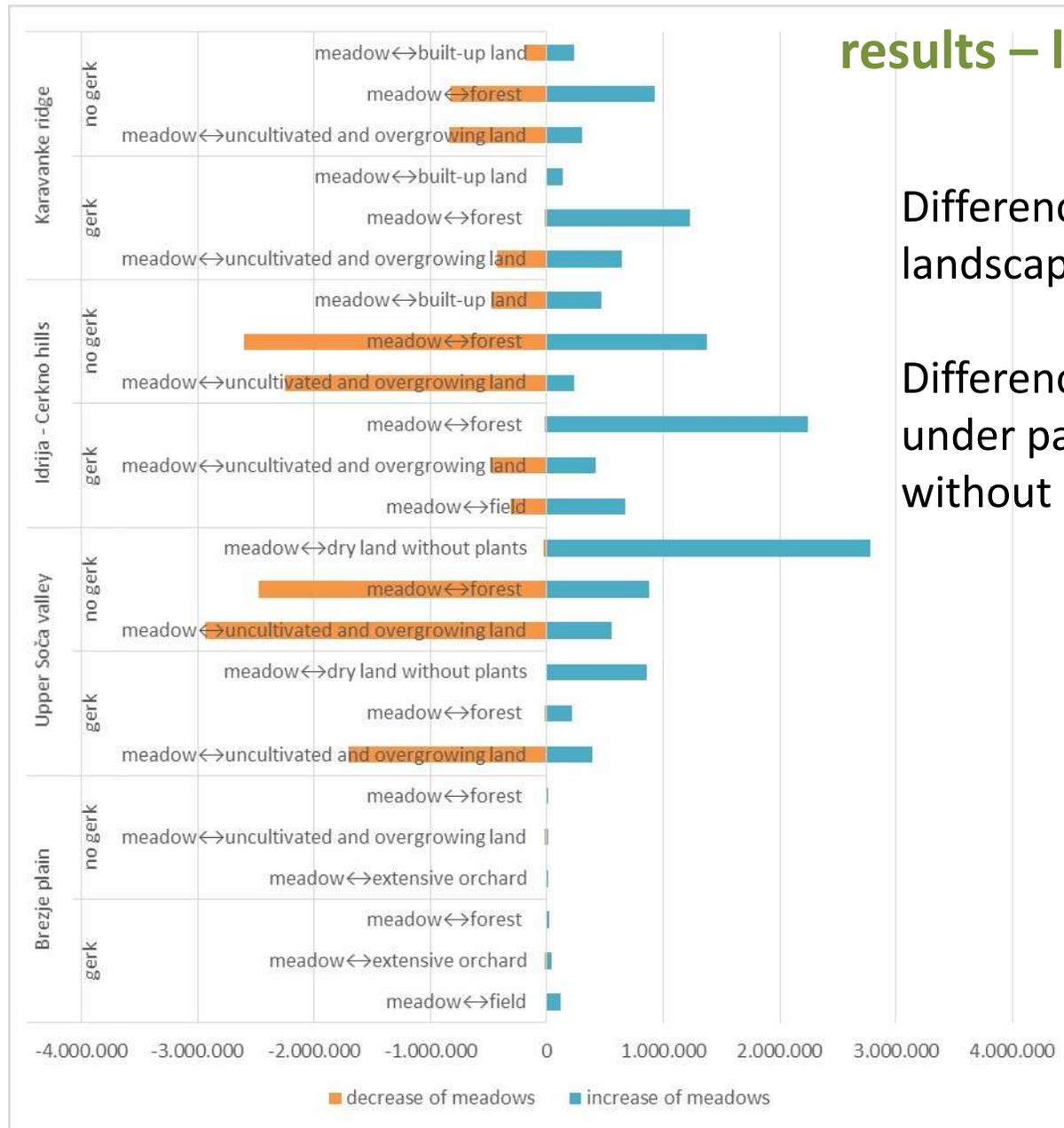


results – land-use analysis

Dynamic landscape change: areas in categories both increase and decrease



results – land-use analysis



Differences between landscape units

Difference between areas under payments and those without



results – macro level

Guidelines from Alpine convention

- 1 Preservation of the traditional cultural landscape – including its features and management practices
- 2 Preservation or, if necessary, restoration of special structural, natural and near-natural elements of the landscapes, biotopes, ecosystems, and traditional rural landscapes
- 3 Encouraging mountain farming,
- 4 Limited agricultural production in sensitive areas
- 5 Differentiation of agricultural policy measures at all levels, in accordance with the different local conditions

Policy measures

| | 1 | 2 | 3 | 4 | 5 |
|--|-----|-----|---|---|-----|
| Minimum level of maintenance and avoiding the deterioration of habitats & the encroachment of unwanted vegetation on agricultural land | + | -/+ | + | - | 0 |
| Crop diversification | + | 0 | 0 | 0 | + |
| Maintenance of permanent grassland | -/+ | + | 0 | - | -/+ |
| Payments to areas facing natural or other specific constraints (support to less favoured areas) | + | 0 | + | - | 0 |
| Steep and humpy meadows and mountain pastures, traditional orchards | + | + | + | - | + |
| Preservation of landscape features (trees, shrubs, hedges, etc.)/ecological focus areas | + | + | 0 | + | + |
| Natura2000 (Habitat Directive 92/43/EEC, Bird Directive 2009/147/EC and Water framework (Directive 2000/60/EC) payments | 0 | + | 0 | + | 0 |
| Afforestation and creation of woodland/ Establishment of agro-forestry systems | 0/- | 0 | - | + | 0/- |
| Support to innovation and diversification of activities | + | - | + | - | -/+ |



results – micro level

Guidelines referring to chosen landscape units

Gornja dolina Soče:

1 Stop the trend of overgrowing agricultural landscapes

Idrijsko-Cerkljansko hribovje:

2 Preserve the openness of the landscape,

3 Preserve typical field division system (celki), typical houses, and farm buildings, orchards, and trees by the houses

4 Preserve the cultural landscape of plateaus,

Brezjanska ravnina:

5 Preserve carstic surface of woodlands (dobrave) - terraces with several carstic surface phenomena

6 Preserve or replace characteristic ecotopes – wetlands, lakes, meandering streams with accompanying trees

7 Restore green corridors between settlements

8 Stimulate the restoration of traditional orchards within settlements

Greben Karavank:

9 Prevent any kinds of forest clear-cuts (erodible areas)

10 Preserve traditional cultural landscape characteristics

11 Restore alpine pastures

| Policy measures | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 |
|---|---|---|---|---|---|---|---|---|---|-----|-----|
| Minimum level of maintenance including minimum livestock stocking rates and avoiding the deterioration of habitats & the encroachment of unwanted vegetation on agricultural land | + | + | 0 | + | 0 | 0 | 0 | 0 | 0 | 0 | + |
| Payments to areas facing natural or other specific constraints (previously support to less favoured areas, LFA) | + | + | 0 | + | 0 | 0 | 0 | 0 | 0 | + | + |
| Crop diversification | 0 | 0 | 0 | + | 0 | 0 | 0 | 0 | 0 | 0/- | 0 |
| Maintenance of permanent grassland, | 0 | 0 | 0 | + | 0 | 0 | + | 0 | 0 | + | + |
| Preservation of landscape features (trees, shrubs, hedges, etc.)/ecological focus areas | 0 | - | + | + | + | + | + | + | 0 | + | 0/+ |
| Steep and humpy meadows, mountain pastures, traditional orchards | + | + | + | + | 0 | 0 | + | + | 0 | + | + |
| Natura2000 and Water framework Directive payments | 0 | + | 0 | 0 | + | + | + | 0 | 0 | + | 0 |
| Afforestation and creation of woodland/ Establishment of agro-forestry systems | - | - | 0 | + | 0 | 0 | + | 0 | + | - | - |
| Support to innovation and diversification of activities | + | + | - | + | - | - | 0 | - | - | - | 0 |



Conclusions

Policy measures based on standardized measures are not well fit for the multilevel and dynamic phenomena such as landscape diversity

The instruments do not work equally well for all landscape types; due to:

- Design of instruments (contents; flexibility)
- Implementation: individual contracting, no coordination, too complicated

Question of reference state: static reference due to shift of the role of landscapes from (agro)production to consumption (nature conservation, tourism)

“Preserving of cultural landscape is not maintaining its present form, but rather maintenance of the balance and vitality of its functions”

(Marušič et al., 1998, p.66).

