

## Visions of Land Use Transitions in Europe

Literature study on land use and landscape change as a result of European policies

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## VISIONS OF LAND USE TRANSITIONS IN EUROPE

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### **Deliverable No: 2.1**

#### **Literature study on land use and landscape change as a result of European policies -**

#### **an overview of institutions and governance structures regarding land use change for different countries in Europe**

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# 1 Introduction

This report (deliverable D2.1 of the Volante project) provides an overview of institutions and governance structures regarding land use and landscape change. However, in the preparation of the detailed work plan it was felt that this is to a large extent worked out in WP 2.2 as well. Therefore the detailed plan for WP2.1 proposed rather an explorative study of existing papers and reports on institutions and documented cases of land use and landscape change as a result of European (and national) policy.

Each participating country in Work package 2 (Denmark, the Netherlands, Greece, Romania) prepared a report on literature findings regarding policy and landscape change. This report summarises the findings of these studies. It provides an overview of available publications and information gathered in other projects.

Except for studies in the countries involved in the WP2 case studies, i.e. in Denmark, Greece, Romania and the Netherlands, where possible, other countries for relevant literature, e.g. Sweden, Belgium, Italy, and Cyprus were also covered.

Results of these studies were presented and discussed in the workshop in Potsdam (June 2011).

So this study provides a comprehensive overview of papers, reports, case study descriptions dealing with landscape change, governance structures and the spatial impact of in relation to policies.

The report serves as a resource for WP2 activities and is used in the project as reference for further enquiry on governance and landscape change in the respective countries. The literature list has been made available on the Volante website. However, the findings for all countries are very diverse, based on a large number of factors such as period of accession to the EU, the 'uptake' of European policy, organisations involved in these studies, and the organisation of the policy implementing agencies. For that reason it is very difficult to draw general conclusions, it is impossible to combine all papers and studies for an overall analysis. This is also not the purpose of this study, and it is therefore also not attempted to make an overall comparison of the literature, but rather identify where gaps in knowledge are.

The focus of this study was as much as possible on:

- Papers which deal with specific areas or regions in the respective countries
- The structure of government, and how land use policy is shaped
- Policies with most impact on the landscape, in particular the Common Agricultural Policy, Natura2000 and the Water Framework Directive.

However, also policy evaluations were included at the national level in this overview.

## 1.1 Methodology

Data have been collected by all partners on land use and landscape change in relation to the European institutions and policies, in order to identify trends and potential knowledge gaps regarding policy impact on landscape. ALTERRA prepared the format for the database (Task 2.1) used by all partners, to store policy documents, articles in journals as well as grey literature. In addition, NERI-AU collected literature from Sweden, the Aegean University for Cyprus, Italy and Malta, ALTERRA collected literature for the Netherlands and Belgium.

The approach and methodology of the literature review was based on the guidelines outlined in the database framework. The overview is based on a literature search, and a targeted review of relevant journals and magazines, and inquiry with research organisations. The research focused on published articles, reports or other studies (e.g. case-studies in European projects).

The literature search was based on key words which are thought relevant in the local context, in particular 'landscape', landscape change' and policies such as CAP and Natura 2000 (Table 1). The terms were used both in Dutch and English. The following key words were used in this search:

*Table 1: English terms used for the literature search*

Terms	In combination with
Landscape	Policy
Landscape change	European policy
Land use	Subsidy
Landscape element	CAP
	Natura2000
	Rural development
	Agriculture
	Agricultural development
	Drivers

There were slight differences in the application of the criteria. In some countries the focus was more strict on literature which links different policies with some kind of spatial change (notably, for Denmark, Sweden, and the Netherlands). Some additional guidelines were used.

First and foremost, the studies included in the database must have a clear link between policy, both national and European, and change in the physical landscape. This criterion excludes a number of studies dealing with either solely landscape or policy. An example could be a study, which assesses the spatial structure of nature habitats, but without any links to general or specific policies affecting the habitat structure; or it could be studies which only focus on spatial policies while no assessments of landscape impacts have been carried out.

Since the objective of this literature review is to identify studies dealing with impacts of already implemented policies, studies of the most recent policies were therefore excluded.

Scenario studies have also been excluded, as their assessments are about potential future impacts of policies or policies that might be implemented. Hence, some simple criteria have been established in the following list:

To be included in the review the publication must comply with the following features:

- The study should have a relatively clear link between policy and impact on landscape.
- It should include a spatial inventory of impacts e.g. either some kind of spatial statistic or geographical description.
- It should assess already implemented policies. This excludes scenario studies and assessment of policies to be implemented.
- It should assess policies implemented during the last 20 years.

All publications from the different countries were stored in an excel database. The database includes information on the type of study/report year, length of period assessed, area size, landscape type, policy(ies) assessed, and specific references. The included references in the database are presented in Annex 1: Overview of literature sources.

In chapter 2 the findings of the studies are presented and summarised. The countries which are presented are placed in alphabetical order. Chapter 3 discusses the gaps in information.



## 2 Results

### 2.1 Cyprus

#### 2.1.1 Sources of information

The Cyprus literature survey proceeded through archives or databases of European Commission, European bodies, such as the European Environment Agency, EUROSTAT, etc., and national bodies, such as various ministries, sectoral organizations or institutions and various other sources, as mentioned above. Specifically, we investigated national and EU reports regarding issues such as nature conservation and biodiversity, land, water, climate change etc., affecting landscape and land use. Additional data were located through various electronic search machines, such as Science Direct, Web of Science etc.

Considered were the impact of European and national policies/ measures, directly or indirectly influencing land uses, the land cover and the landscape of Cyprus.

#### 2.1.2 Results - Overview of the Cypriot literature

The extent of the literature addressing the impact of policy on land use and landscape in the context of Cyprus is shown in Figure 1. Scientific literature comprises of peer-reviewed articles in scientific journals or books and of government-funded research reports and policy evaluations, mostly linked to the evaluation and assessment of European policies and their relevance to the case of Cyprus. The majority of the entries are national reports of the country itself and of European organizations and EU projects (Figure 2). Most of these entries relate to the status quo at country level, until 2004, and after the implementation of the European directives in law and policy.

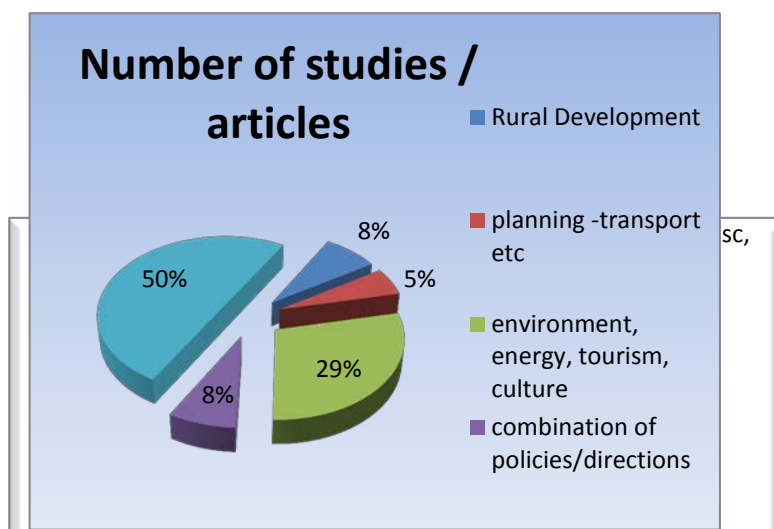


Figure 1: Sectors discussed in the identified publications

Figure 2: Number and type of identified publications

...)/60/EC, the Action Plans for the Environment (Natura 2000, Protected Areas, Biodiversity, the Birds Directive 1979/409/EEC), the Nitrates Action

Programme, the Leader program, the Spatial Plan, the Sustainable Development Plan, the Tourism Development scheme, the EU Biodiversity Policy, the Maritime Policy, etc.

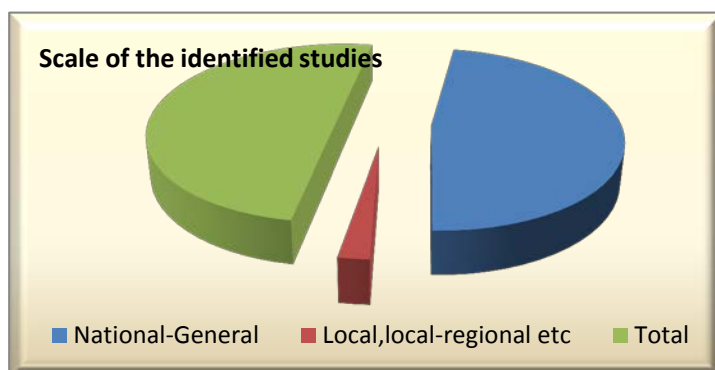


Figure 3: Scale of the identified studies

Most database records refer to the national level, while some of them deal with the regional-local levels (Figure 3). This is justified by the fact that Cyprus is a very small country, but also by the fact that the country joined the European Union as recently as 2004. It is important to note, at the outset, that the number of studies or articles directly related to the impact of policies on landscape and land uses is minimal. Of the 135 database records, in the form of books, reports, articles, studies and reports of the country or funded projects, as identified in various sources, most are national reports, research reports, government reports and policy evaluations through programs funded by the EU. National reports particularly mentioned the current situation of the land, as a result of applied policies, with an emphasis on the environment, spatial planning, agriculture and tourism, while also presenting the causes and effects of these changes. Examples of the latter are: the implementation of the Nitrates Directive, the national reference report on the implementation of the Ramsar convention, the rural development program under the European Regional Development Fund etc.

The types of studies that have been incorporated into the base, as already mentioned, are diverse and mostly include both assessments of the current status of the land/ landscape, on the one hand, and policy evaluation, identification of land use changes and existing land uses, on the other hand. Most of these record problems identified in the country, in key areas, such as agriculture and environmental land uses. The period covered by our database is principally the last 40 years, although most of the national reports (and especially those of governmental agencies and organizations) are reports of recent years. Many records relate to dissections of matters of national policy and they are recorded according to the specific areas under which they are registered in the base and specifically the sectors of water, forestry, urbanization, environment, agriculture. Some studies also focused on the effect on the dynamics of land use change policy in a broader perspective, including both domestic and European policies.

It is mainly the national reports that report on the current status of policies applied on the land, with an emphasis on the environment, existing spatial plans (both at an official and an unofficial level), as well as problems arising from the application of a mix of uses and policy priorities on agriculture, tourism and rural policy. These reports additionally present the causes and consequences of these changes. An important example is the program CAMP

Cyprus (project on the management of the coastal zone of Cyprus), designed and implemented with the aim to strengthen and integrate conservation policies and sustainable development of natural resources in coastal areas, while protecting the coastline of Cyprus, in order to ensure the coexistence of economic development and environmental protection.

### **2.1.3 Analysis of Trends in literature**

According to our sources, it seems that the most significant landscape changes identified in Cyprus are not only due to the implementation of European policies but also due to land use pressures, especially in recent decades, caused by driving forces, such as tourism, housing development, demographic changes, and other investments. Pressures abound on factors affecting land use, such as agriculture, conservation of natural and cultural heritage resource management, housing, transport, around the country. After the military intervention of 1974 and the subsequent Turkish occupation of the northern part of Cyprus, the economy of the island completely collapsed. 70% of the gross output of Cyprus, which was located in the northern part of the island, was lost. Despite this turn of events, Cyprus has managed to revive economically and to achieve levels of productivity and development with favorable international ratings, but not without problems.

It is very important to note, at this point, that the implementation of many national directives with direct or indirect relationship to or impact on land/ landscape change, improvement or maintenance had already been applied in Cyprus, before its accession to the EU. Also significant is to note the ratification of international agreements and conventions on nature themes, such as the Legislation for Nature and Land Use, the Convention on Biological Diversity, the Convention on Wetlands of International Importance (RAMSAR), the Convention on International Trade in Endangered Species (CITES), the Convention on European Wildlife and Natural Habitats (Bern), the Convention for the Protection of Migratory Species of Animals (Bonn), the Convention to Combat Desertification, etc.

Moreover, several programs directly or indirectly address factors affecting the environment and land use and set the prevention of desertification and environmental protection both as a necessity and a priority. Such examples are: the program referred to as Rural Development, as completed and intended for application for the period 2007 – 2013 (RD 2007-2013), the National Forest Program (2001-2010), the Program Coastal Zone Management, the Strategy for Sustainable Development (2007), the Local Plans and Policy Statement on Urban Development Strategy, Solid Waste Management, and the implementation of many other such instruments for environmental protection.

The most important studies on which this report is based (also listed in our database) are: a) a study by the Vakakis and Associates SA/ Vakakis International SA, 2010, with the title *The impact of EU membership and the future dynamics of the Cyprus agriculture*, by the Agriculture Department of the Ministry of Agriculture, Natural Resources & Environment-Cyprus; b) the reference report by Pattichis, C. (1999) *Cyprus in the EU: a quantitative analysis of adopting the CAP*, European Review of Agricultural Economics, Vol 26, No. 4, pp. 511-532, with substantial evidence on the changes resulting from the implementation of agricultural policy; c) the "National report on the implementation of the Ramsar convention on wetlands- National Reports", to be submitted to the 11th Meeting-of the Conference of the Contracting Parties, Romania, June 2012"; d) the study with the title *E. 4. LIFE Ex-Post Evaluation of Projects and Activities Financed under the LIFE Programme Country-by-country analysis, Cyprus July 2009*"; and e) the Fourth National Report to the United Nations Convention on Biological Diversity, 2010.

#### 2.1.4 Environmental policies and institutions

- The **Common Agriculture Policy**: This policy has influenced the landscape of the country, in various ways. After the accession of Cyprus to the EU, the rate of farmland decline accelerated and nearly doubled, compared with the pre-accession period, 1994-2003. This structural evolution can be interpreted as the result of the change in the operational framework of the agricultural sector after accession, namely the reduction of protectionism and the opening up of markets, taking into consideration also the factors of drought and climate change. In Cyprus, the size of land parcels is, on the average, very small and this fact defines the structural problem of "dualism" facing the Cypriot agriculture, i.e. the coexistence of "farming business" and "part-time farming employment" or "social agriculture". These structural features of the agricultural sector in Cyprus, namely the large number of land parcels and their small size, pose special problems in the handling and marketing of agricultural products.
- The accession of Cyprus to the European Union has created new circumstances, characterized by the dominance of new elements for the agricultural sector, within a strongly competitive international environment. The **Department of Agriculture** aims at dealing successfully with this new situation through the modernization of the agricultural sector, with special emphasis on the improvement of productivity and competitiveness, the application of new methods in production, the turn towards certified and standardized products--catering to consumers' rights and public health--the application of measures towards the protection and improvement of the environment and, generally speaking, sustainable development.
- The **Program for Rural Development**: The implementation by Cyprus of this policy has been a driver for various environmental measures, as, for instance, the provision of compensatory allowances for less favored areas, with a substantially positive impact on the conservation of crops. The aid provided has also effectively contributed to the reduction of rural marginalization and the abandonment of the countryside. Moreover, agro-environment measures enable the protection of endemic birds of Cyprus, while biodiversity, as a whole, has been fortified, as a result of actions of maintenance of traditional shrubs and trees, in environmental-friendly ways. These actions included the provision of aid for the clearing and removal of unwanted vegetation. Furthermore, biodiversity-targeted agro-environmental measures aimed at reducing the use of chemical compounds that directly affect ecosystem balance. Strengthening the organic agriculture, for example, has significantly reduced chemical compounds in the ecosystem and thus enhanced biodiversity. Sustainable management of forest land is expected to spread and grow, as a result of the opening up of fire lanes and other interventions in such land, aiming to reduce fire risk. Forest-environment payments subsidies, through CAP, should contribute to landscape and nature maintenance and preservation.
- The **Water Framework Directive** (15. Nov. 2010): The "*Integrated Water Management Law 79(I)/2010*" has been put into force, assigning integrated water management to the Water Development Department of Cyprus. **State water policy** is not limited to desalination, but also focuses on the exploitation of other non-conventional sources of water, such as recycled water for the irrigation of agricultural crops and for the replenishment of underground aquifers. Our bibliographical research findings indicate that, so far, a significant number of water bodies has been identified as being at risk of not achieving the objectives of the Directive, largely due to pressure from agricultural activities.
- **National Cyprus spatial planning legislation**: An important instrument allowing for integration of landscape into regional planning policies is the national strategic development plan and various spatial development plans. Spatial plans are developed at three levels, namely the Island Plan, the Local Plans and the Area Schemes. The coastal zone is not considered as a unified planning area; therefore, there is no separate institutional or land-use planning framework specifically pertaining to the coastal areas of the country. Coastal land-use zones form part of several development plans applying to different local administrative areas.

Moreover, there is no single legal or functional planning definition of the coastal zone or the coastal area. Generally speaking, the national spatial planning legislation has had a major impact on landscape dynamics, in Cyprus.

- **Sustainable Development Strategy:** The National Strategy on Sustainable Development was revised in 2009, in accordance with the obligations of Cyprus as an EU member state. The final Revised National Sustainable Development Strategy 2010 was approved by the Council of Ministers on October 8<sup>th</sup> 2010 and covers the areas of climate change and clean energy, sustainable transport, sustainable consumption and production, conservation and management of natural resources, public health, social inclusion, demography and migration, global challenges, urban development, sustainable tourism, education and training, and research/ technological development and innovation.
- **National Cyprus environmental legislation:** Although there are no studies evaluating environmental policy, since joining the European Union, Cyprus has reviewed the basis of its national environmental policy and has signed nine international environmental conventions; it has ratified and implemented the Cartagena Protocol on Biosafety and has also ratified the Kyoto Protocol on Climate Change. As the sector of environmental control belongs to waste management, Cyprus has accordingly adopted EU environmental policies on waste management (hazardous and non) and has also implemented a waste management strategy, as well as measures on environmental protection and public health. Its Code of Good Agricultural Practice consists of four parts, safeguarding protection from pollution by nitrates: Code of fertilizer use, Code of livestock waste use, Code of treated water use and Code of sludge use in agriculture.

Nature-related legislation focuses primarily on conservation and protection issues, such as rare nature types, biotopes, lakes, cultural history, etc. (law on voluntary participation by organizations in Community eco-management and control, law on Community eco-labeling, law on environmental liability with regard to the prevention and remedying of environmental damage, sustainable development and other cross-cutting issues). No studies of the impact of this policy on landscapes have been identified. In order to fulfill its obligations arising from its EU and international obligations, Cyprus has implemented a number of laws and decrees and has signed numerous conventions and international agreements aiming at the protection of biodiversity. The Habitats and Bird Directives were transposed into national legislation, and the Cyprus NATURA 2000 network currently consists of 39 SCIs and 28 SPAs. Moreover, certain areas are protected by the Forest Law No. 1967, Town and Planning Law N. 90/72 (Country Site Policy), and the Management and Protection of Waters Law N. 13(I)/2004.

The implementation of the legislation on Environmental Impact Assessment of projects and legislation on the Strategic Environmental Assessment (SEA) are considered very important tools in the reduction of impacts proven to be harmful to biodiversity. Furthermore, through the implementation of the Common Agricultural Policy (CAP), a number of measures assist farmers in taking preventive actions against environmental deterioration and in playing a positive role in the preservation of the countryside. Such activities are also related to the management of the LIFE + program, at a national contact point.

No data were found to determine or the impact of the European Habitats Directive. Only a very small part of the 17% of the territory proposed to be included in NATURA 2000 fulfills the necessary requirements for inclusion. Cyprus lacks a general framework or a binding policy on nature conservation, while the NATURA 2000 implementation and management process is still ongoing. Over the last few years, particular emphasis has been placed on identifying and mapping habitats of European significance. Sites and species have been exhaustively identified, on the basis of the Habitats Directive.

Since 2006, no country has implemented an ICZM National Strategy, as prompted by the EU ICZM Recommendation. In Cyprus, documents considered as equivalent to an ICZM National Strategy have been developed and coastal zone management strategies have become (or planned to become) an integral part of its spatial planning processes. A Coastal Area Management Programme (CAMP) for Cyprus was implemented, during

the period 2006–2008, aiming at the elaboration of Integrated Coastal Zone Management in Cyprus. CAMP Cyprus led to the formulation of a National ICZM Strategy, which is currently being in the state of finalization.

### **2.1.5 Conclusions**

Cyprus formally joined the European Union, as a full member, on 1 May 2004. EU accession and harmonization with the EU legal framework led to significant changes to the country's land and landscape. These changes were due to the adoption of European directives and policies and their transposition into national law. However, the relationship between EU policies on the one hand, and their impacts on land use, land cover and the landscape of Cyprus on the other hand, cannot be considered complete, if we do not take into account the current status of a mixture of mainly sectorial policies. In brief, no complete, integrated set of policies has so far been fully implemented. This conclusion is drawn from the sum of the entries in our database, whereby the final outcome is the realization of a gap regarding the level of implementation of EU policies and directives and their impacts on land use/cover and landscape structures/ functions.

## **2.2 Denmark**

### **2.2.1 Sources of information**

This review of Danish literature about the physical impact of European and domestic policies on the landscape was carried out during the summer and fall 2011, at the Department of Environmental Science at Århus University. The material used in this review has been collected from different institutions and agencies, including government authorities, private consultancies and research institutions. Also scientific papers from University scholars were collected through science databases with articles from acknowledged scientific journals.

The search is based on a database provided by Dr. Søren Pilgaard Kristensen, University of Copenhagen, which served as a starting point for the search, providing a collection of potential relevant literature. The review of the database identified a number of relevant studies, and provided some references as input for the onward search. In addition to this, different databases such as Science Direct and Web of Science have been searched. Other sources include internet search engines, as Google Scholar and the national Danish library database (bibliotek.dk). A survey of publications from Danish government agencies have also been carried out. The following agencies and research institutions<sup>1</sup> which have been searched include: The Danish Ministry for the Environment (responsible for environmental policies and spatial planning policy), the former government research institutions; the National Environmental Research Institute (NERI) (now Aarhus University) and Forest & Landscape (now at Faculty of Life Science at University of Copenhagen). Policy evaluations from the Ministry of the Environment have generally been outsourced to private consultancies or government research institutes. A few publications of popular science

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<sup>1</sup> The Danish research sector was reformed in 2007, which placed the government research institutions under the universities.

communication have been studied as well as publications from NGOs such as the Danish Nature Council, but with limited results.

### 2.2.2 Results - Overview of Danish literature

The amount of literature which is dealing with the impact of policy on landscape in a Danish context is relatively limited. 41 studies in form of books, reports and articles have been identified from various sources as described in the methodology. The literature in the form of scientific articles and reports is divided between peer reviewed articles from scientific journals or books and a larger bulk of government funded research reports and policy evaluations, mostly linked to the evaluation and assessment of European policies such as the Danish implementation of the Nitrate Directive (and the Danish action plans for the aquatic environment) and the Rural development program under the European Regional Development Fund (ERDF). Figure 4 shows the distribution of the literature on the various types.

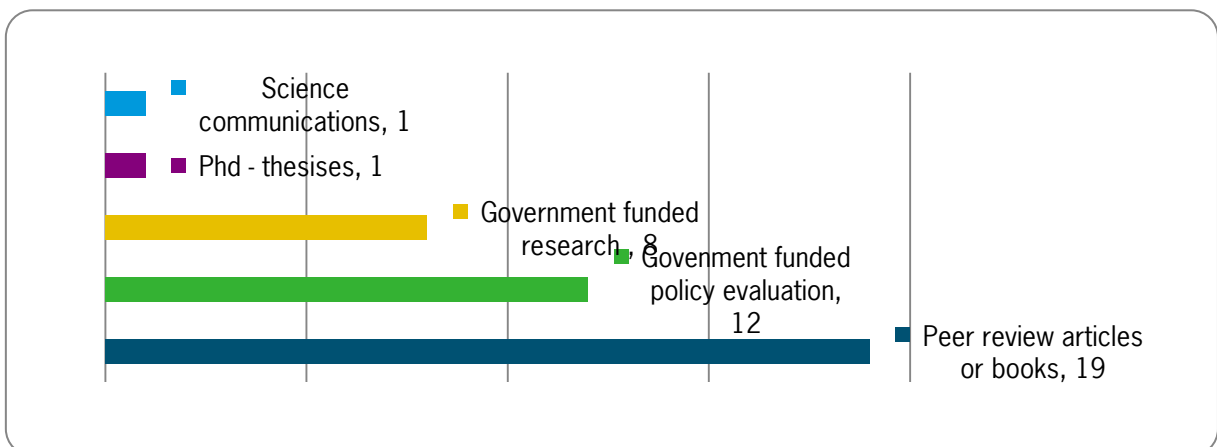


Figure 4: Number and type of identified publications

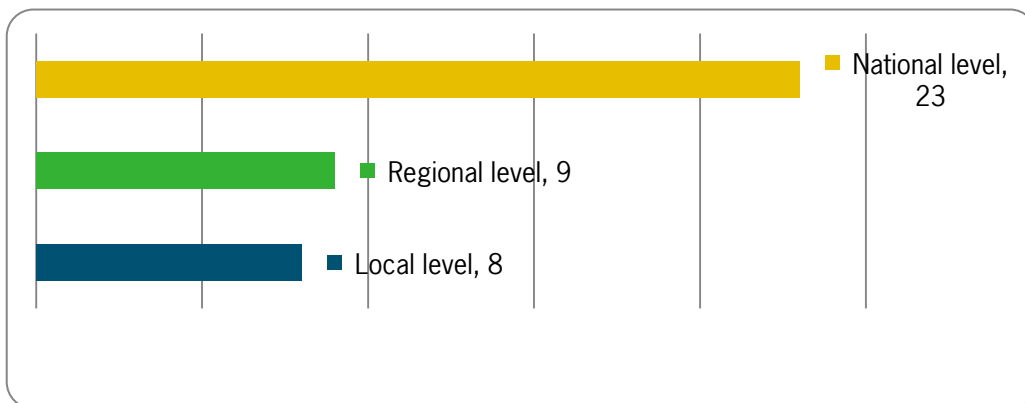


Figure 5: Scale of the identified studies

The scale of the different studies varies from assessments of impacts in a small case area to nationwide analysis of policy impact (Figure 5). Studies at the national level are mainly related to government funded policy evaluation; although some scientific research articles also deal with nationwide assessment of policy impact. The majority of the scientific articles are, however, focused at the local or sub-regional scale, mostly at parish or municipality level. A total of 17 studies at local or regional level, and 23 at national level have been identified. 12 of the studies at national level are funded by the government and evaluate different policies while the others are research articles or scientific reports. The limited number of scientific articles at national scale could reflect the lack of large scale research projects, concerning assessment of policies as drivers for land change. Small case studies at local or regional scale are probably more affordable for researchers at universities to engage in.

The type of studies is quite diverse, including landscape assessment, policy evaluation, land change studies, land use and environmental impact studies (Figure 6). Studies funded by the government are mainly concerned with specific policies, while the studies conducted by researchers at universities or at government funded research institutions generally have a broader perspective, both in time (the period studied) and in terms of the policies studies and their impacts. The majority deal with EU policies (19) but some studies focus on national policies (7), such as the national forest policy, or on national planning issues, such as urban development. Impacts on landscape and land use form the main body of publications; environmental impact, however, is also well represented among the studies. The remaining papers are divided between assessment of impact on water, forestry, subsidies or urbanization. Some studies also focus on policy impact on land change dynamics in a broader perspective, including both domestic and European policies and the international market for agricultural products.

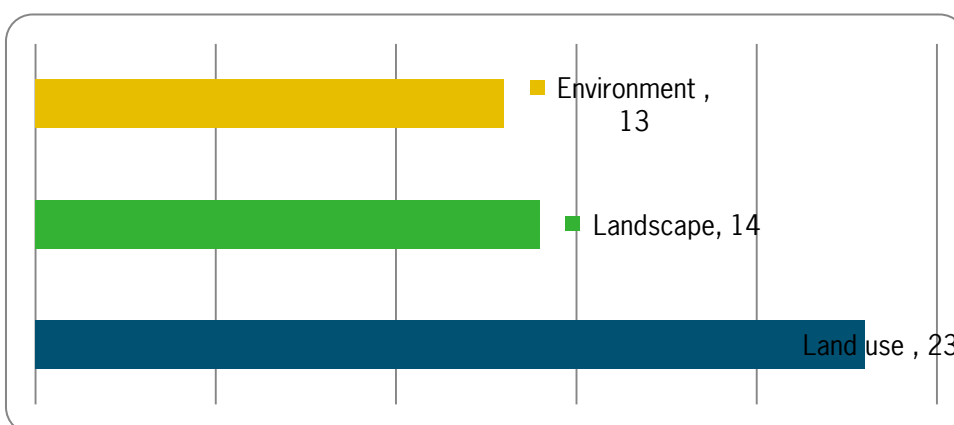
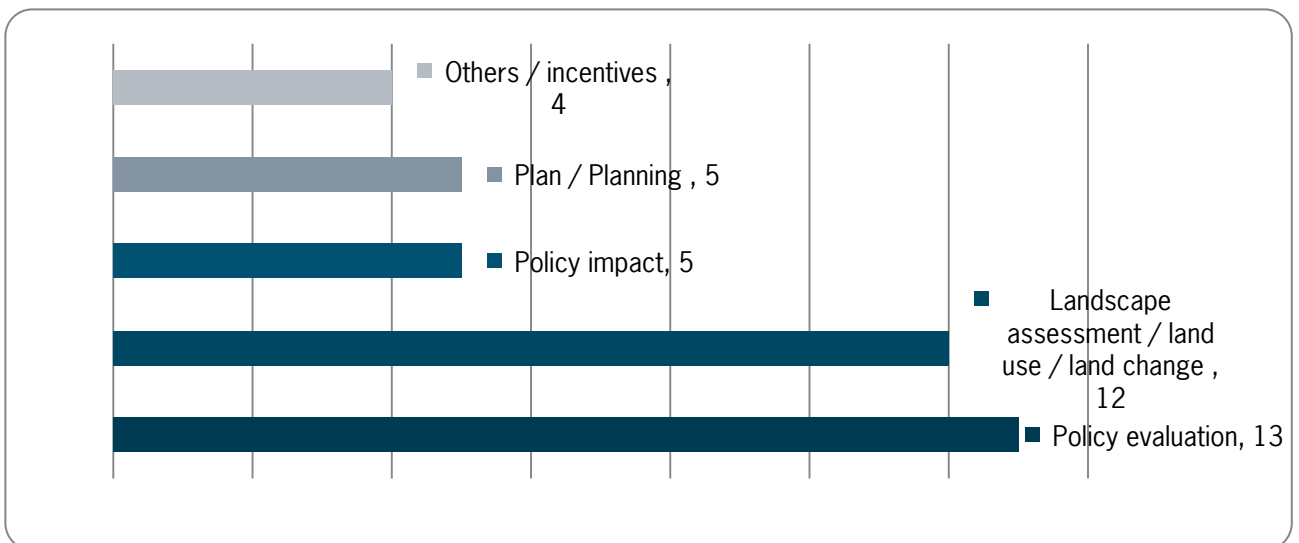


Figure 6: the three most common impacts assessed in the literature



About half of the studies deal with specific policies or trends in landscape change in a time perspective between five years or less, while the others have a time focus of five to twenty years or on long term land change dynamics, typical from the mid-19th century to recent years. The common governance system in the identified studies is national regulations implemented in a typical top down model. This is probably because the Danish government generally tends to implement EU directives as national legislation. However, examples also exist of multilevel implementation and public participation.

The main part of the identified publications deal with policy evaluation at a general level with relatively limited inventories of spatial impacts, beside of some spatial statistical records at national level, with limited relevance for the VOLANTE project. Research articles, however, in general have more relevance for the VOLANTE project, as they include some examples of relatively detailed inventories/modeling of policies impacts at national level. This is the case in the article by Levin & Jepsen (2010). The article is one of the few examples of comprehensive assessments of the spatial consequences of policy changes. Another point of interest for the Volante project is the relatively high number of case studies published in journals, which gives detailed inventories of land use and land cover change in the given case area in connection to different policies. Some examples are the survey of Givskud and Gadjbjerg parishes in Jutland (Kristensen et al, 2009) and the survey of Gundsø municipality at Zealand (Busck et al, 2006), which combine long-term (50 years) and medium-term (15 years) land change studies with inventories of drivers such as the international market and domestic and European policies, as well as socio-economic changes among the farmers and rural population.



### 2.2.3 Analysis of Trends in literature and potential knowledge gaps

As the search on available literature of policy impact in Denmark illustrates, there is not an overwhelming amount of publications. This could possibly be because landscape policies and other environmental legislation is a relatively new phenomenon, dating back to the 1960's. The early research on land change dynamics was devoted to studies of

Figure 7: Type of policy assessed in the identified studies

the status of the landscape and the environment, gaining knowledge about the environmental problems of modern society. This is reflected by a high focus on understanding the ecological processes and mapping of environmental problems such as loss of biodiversity. An example is the Danish small biotope project, which was implemented in order to estimate the loss of biodiversity and habitats in the rural areas and to develop a biotope monitoring program (Brandt et al. 2007). As the main goal of the project was to monitor the landscape, there was only a limited focus on policy drivers of physical changes. The project database of 32 case areas across Denmark, could however be used as input to studies of the spatial impact of policy in the period between 1981 and 2007. As mentioned earlier, the limited amount of literature on the impact of policy is also explained by the fact that most environmental legislation and policies have been implemented during the last twenty years. The first Danish environmental legislation dates back to the early 1970s. The first environmental legislation, however, beside the spatial planning legislation that aimed at protecting the farmland from urban sprawl, was mostly about limiting pollution from industry and urban areas (Fritzbøger 2009). The planning legislation is however quite important as a policy with a spatial impact or consequence in a Danish context. Already in the 1930s the first concepts of planning was created in the region around of Copenhagen, followed by the city planning act of 1938 which required planning of cities with more than 1.000 inhabitants. During the 1960s new planning acts was adopted, dividing the country in different zones, an urban zone, a rural area zone and a zone for summer cottages. This created a clear distinction and strictly controlled the activities that can take place in the rural areas. Only by the end of the 1980s environmental legislation was directed towards the agricultural sector, with the implementation of the first action plan on the aquatic environment in 1987. The EU Common Agricultural Policy has on the other hand had an influence on the Danish landscape as a driver of agricultural intensification, and structural development (enlargement and homogenization) but this impact has not been studied in detail, besides of some general environmental and landscape history.

#### 2.2.4 Environmental policies and institutions

- **The Common Agriculture Policy:** This policy has influenced the landscape in various ways. Both as a driver of intensification of agriculture and as a driver for extensification e.g. implementation of set-aside schemes
- **The European development fund, program for rural development:** The Danish implementation of this policy has been a driver for various environmental measures, such as planting of hedgerows and support for biotope improvement planting.
- **The Water Framework Directive:** The impact of this EU directive has not yet been evaluated, but the 3<sup>rd</sup> Danish Action Plan of the Aquatic Environment, which was partly agreed to fulfill the requirements in this legislation, has only been assessed in the government funded policy evaluation, with limited spatial inventories and only at national scale. This is also the case of the **The Nitrate Directive:** The two first aquatic action plans aimed at reaching the targets in the Nitrate Directive.
- **National Danish spatial planning legislation:** The Danish national spatial planning legislation has probably had a major impact on the dynamic in the Danish landscape by restricting land use in rural areas to agricultural activities and forestry. This dynamic is mainly studied in connection to urban sprawl in the Greater Copenhagen area. However some of the Danish planning activities have also focused on connecting habitats, through implementation of ecological corridors in the landscape. This planning activity is mainly related to the former Danish counties.

- **National Danish environmental legislation:** Although relatively comprehensive, the Danish nature related legislation focuses primarily on conservation and protection issues, such as rare nature types, biotopes, lakes and cultural history. No studies of the impact of this policy on landscapes have been identified.
- **European habitat directive:** No studies have been identified, which assess the physical impact of the European Habitat Directive.

The list provides an overview of policies which are included in the Danish research. It indicates that there is knowledge gap, concerning the impact of several policies. Some policies have been studied to some extent; this is the case of the Common Agriculture Policy and some spatial planning policies. Other policies have been covered, but mostly as a result of government funded policy evaluations. One example of this is the Rural development program. Other policies have not been identified in the publications reviewed. Several national Danish policies with possible spatial impact exist, but spatial inventories of the national planning have only been identified in connection to urban development in the greater Copenhagen region. Other policies and planning activities such as creation of ecological corridors have not been identified, although they probably have set some spatial footprints.

### 2.2.5 Conclusions

The overall number of Danish publications on the link between land change dynamics and policy is relatively limited. The quality of the identified studies is also limited due to the lack of in-depth spatial inventories of the policies impacts. However a small number of studies include detailed spatial inventories and have a good quality. These are mostly scientific articles.

The overview of policies which are included in the Danish research indicates that there is knowledge gap, concerning the impact of several policies. Some policies have been studied to some extent; this is the case of the Common Agriculture Policy and some spatial planning policies. Other policies have been covered, but mostly as a result of government funded policy evaluations.

The objective of the literature search was to identify studies linking policies and their spatial impact in a Danish context. In this case, it is quite important to specify what should be included in the search and what should be excluded. Some studies which deal with land change, landscape history and land use change have been identified but not included in the database, because of the strict focus on the link between policy and physical impacts.

## 2.3 Greece

### 2.3.1 Sources of information

In Greece the spatial consequences of the policies on land use and landscape are not derived only from European policies, but have also developed from the numerous, fragmented laws and regulations, implemented in recent decades, both at the regional planning level and through legalization and regularization of the existing situation (i.e. legalizing illegal and out-of-plan construction). In this way, our database recordings concern both the status quo of land use/ land cover/ landscape in the country, as well as policy impacts on the latter. However, focus of this study has been to identify studies dealing with the impact of existing policies on Greek land/ landscape. The period

reviewed is limited mainly to the last two decades, but there are also entries presenting the evolution of the land-use situation in the country, since the past century.

The research methodology followed by the Aegean team (Department of Geography, University of the Aegean, Greece), proceeded through archives or databases of public bodies, such as the [Ministry of Rural Development and Food](#); the [Ministry of Development](#); the [Ministry of Maritime Affairs, Islands and Fisheries](#); the [Ministry of Infrastructure, Transport and Networks](#); the [Ministry of Environment, Energy and Climate Change](#) and the [Ministry of Culture and Tourism](#). Specifically, national reports on the state of the country and on issues of European portent, such as climate change, nature conservation and biodiversity, land, water, etc., affecting or pertaining to land use and landscape were investigated. Additional data were located through various electronic search machines, such as Science Direct, Web of Science, the basis of the Law Library, sites like 'Law and Nature', research centres, professional chambers, etc.

The material thus collected and included in the database comes from various institutions and organizations, around the country—including public sector institutions—and various other sources, such as: universities, private organizations, NGOs and various other sorts of agencies, newspapers and other press reports, research institutes, as well as electronic journals and databases of scientific articles and other publications.

### 2.3.1 Results - Overview of Greek literature

The amount of literature addressing the impact of policy on land use and landscape in the Greek context is a relatively large sample. The complete database (493 records) contains additional documentation studies and reports that provide information on the current status of Greek land/ landscape and the effects upon them by various political pressures and factors outside of European policies, directives and guidelines. Only 215 of our recordings directly associated the latter with landscape effects. References concerning the causes of the current situation adopted a rather broad perspective to their analysis, in a timeframe of several decades.

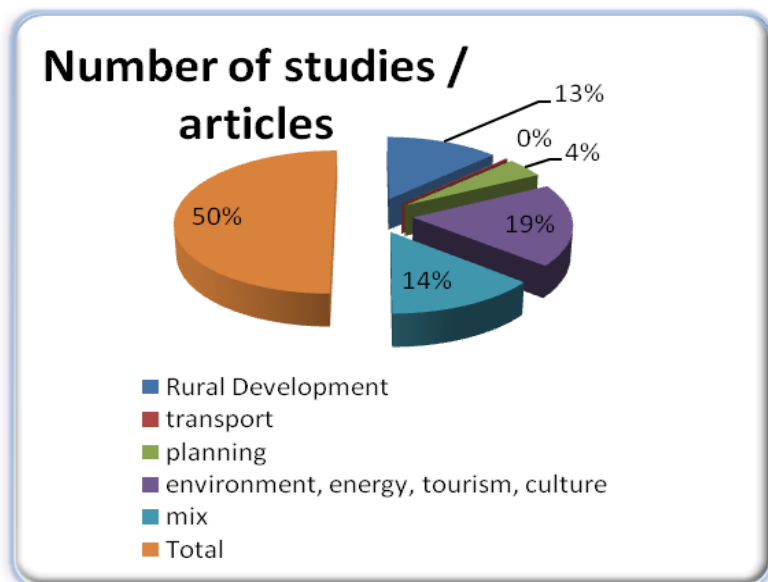
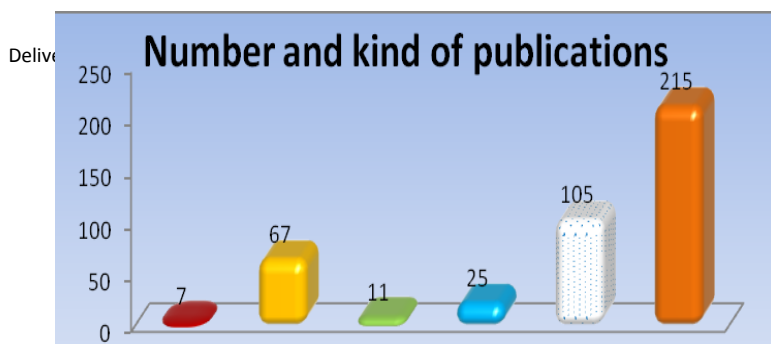


Figure 8: Sectors discussed in the identified publications



The main body of the database (Figure 9) contains scientific literature comprising of peer-reviewed articles in scientific journals or books and of government-funded research reports and policy evaluations, mostly linked to the evaluation and assessment of European policies and their relevance to the case of Greece.

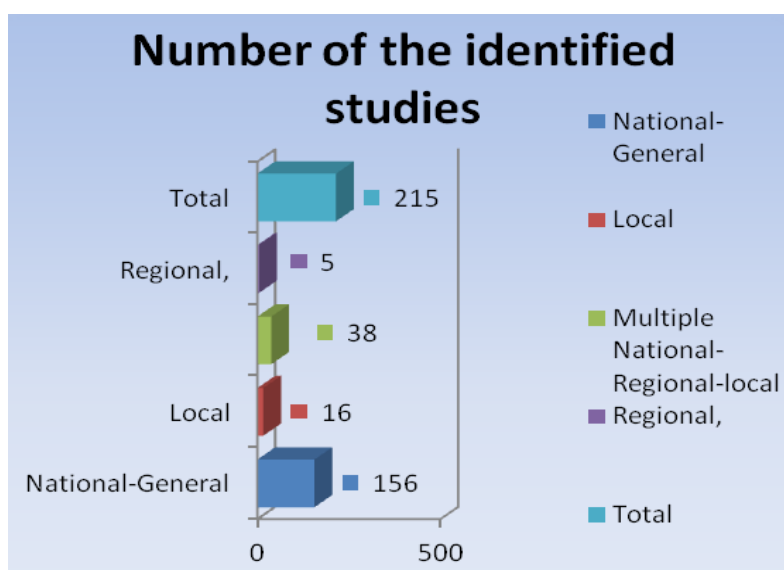


Figure 10: Scale of the identified studies

The larger number of identified publications deals with policy evaluation at a general level and with relatively limited inventories of spatial impacts, except for a number of spatial reports focusing on the national level (the existing situation).

Direct reference, however, to the impacts of European policies on the landscape does not exist in the research surveyed. Research/ studies' conclusions tend to show the current situation and the impact of EU policies in specific case studies.

### 2.3.2 Analysis of trends in literature

Basic land use and landscape changes in Greece are not due only to European policy--hence the great extent of our database. The issue of land use and land cover change here is complex. Economic, political and social circumstances at the local and regional levels very often crucially interfere with these processes, determining the course of events, at a much higher extent than do demographic changes, public investment in infrastructures or other factors (Pezaros 2011: 182-198).

According to Pezaros (2011), the tendency for such change is especially pronounced in Greece, during the last few decades. Low development rates and the lack of sustainable development planning, in combination with the fragmented urban and regional legal framework, have led to a problematic situation. In many parts of the country, great pressures for urban space availability and rural/ agricultural production are applied to forested and natural lands. Already, forested and other natural lands in these areas are systematically destabilized, due to fires, overgrazing, rampant out-of-plan construction and the creation of new transportation infrastructures. Meanwhile, and as a result of the above impacts on the land, the look of the rural landscape is changing fast, at such rates, as to talk about degraded landscapes in the vicinity of environmentally sensitive parts of the country.

Moreover, maritime space is increasingly and intensively used for professional and amateur fishing, the establishment of fisheries, maritime transportation, recreation activities, etc. The sea also serves--intentionally or unintentionally--as a receptacle of urban and rural refuse and other garbage. In the near future, the usage of maritime space is expected to become even more intensive, through the establishment there of additional

economic activities, such as floating aeolian parks, or other systems of electric energy production. Such multi-functionality in the use of the sea increases the degree of difficulty in managing it sustainably (Pezaros 2011). The data collection from around the country for our literature database brings up issues such as the agricultural overuse of marginal lands, overexploitation of natural ecosystems, land degradation due to the abandonment of traditional rural practices, unsustainable exploitation of land and water reserves by the rural economic sector, exhaustion of non-renewable resources, infrastructure development and the deterioration of the physical environment through tourism/recreation development, landscape destruction through large-scale construction works, rural land deterioration due to the implementation of inappropriate agricultural methods and interventions, the debasement of environmental standards in favor of economic growth, ecological degradation due to illegal construction, the destruction of the landscape by the uncontrolled expansion of urban infrastructures (urban sprawl), unusual human- and physically-induced disasters with long-term repercussions and environmental degradation due to over-employment of toxic or non-biodegradable substances and to (controlled or uncontrolled) refuse disposal.

In parallel with the above, in many coastal areas of Greece, serious land use problems impose negative impacts on the environment, such as land-use conflicts between tourism, agriculture, mining, fishing, residential growth and illegal construction, on the one hand, and land protection regimes (NATURA 2000 areas, landscapes of special natural beauty, Corinne biotopes, marine parks, etc.), on the other hand. No matter how these problems ensue, the Greek legal framework and appropriate mechanisms of urban and regional planning prove seriously incapable of addressing them. Thus, as these pressures stemming from human activity augment today, the application of effective policy to handle them becomes increasingly urgent (Angelides, and Economou 2005, HELECO 2005). Literature sources referring to land/landscape impacts of European policies certainly do not constitute the majority of our database, since the incorporation of EU policies and directives in Greek law has been taking place very slowly, up to-date; this is especially true during this most recent period of June 2010 to May 2012, during which we have—in all sectors of the government—a watershed of laws with mostly (direct or indirect) environmental repercussions, ranging from very positive to very negative (WWF, 2011).

### 2.3.3 Environmental policies and institutions

The current situation, in Greece, is characterized by a watershed of legislation and changes to both the administrative sector and the legal framework, as concerns the integration of European directives in institutional frameworks and administrative structures of the country. Nonetheless, the most significant EU policies with an impact on Greek land use, land cover and landscape, as they emerge from our database have been:

- **The Common Agricultural Policy:** This policy has been shown to affect the landscape in various ways, both direct and indirect, in tandem with other environmental policies, aiming at the intensification of agriculture, the termination of several agricultural practices, monocultures, agrotourism, land conservation schemes, etc. The implementation of the new CAP brought about significant impacts on key sectors of the economy. A case in point is the abandonment of farming, as, for instance, in the case of 62% decline in the area of tobacco cultivation. Similar examples are offered by the cases of cotton and sugar-beet cultivation. Furthermore, we note the introduction of the basic principles of soil and groundwater protection from excessive use of pesticides and fertilizers; the protection of ecosystems and establishment of NATURA 2000; the prevention of nitrate pollution from agricultural sources (The Nitrates Directive 1991/676/EEC); the proper application of sludge from sewage treatment units; the protection of soil from erosion, combined with the maintenance of its structure and its retention of organic matter, etc.

- **The European Habitats Directive 1992/43/EEC- Birds Directive 1979/409/EEC:** Its impacts have not yet been totally assessed, but their incorporation in the legal framework and its implementation has been evolving. Another important step forward has been the determination of areas under protection, conservation zones, their managing

agencies and the rules and limitations in their protection regimes, as set by the recent legal protection framework—similarly, also, for biodiversity. All of the latter have resulted in an increase in the terms and requirements for out-of-plan construction and construction within areas of the NATURA 2000 network. Significant developments have also taken place regarding the implementation of the Habitats and Wild Birds Directives, as concerns (the decisions on) the identification of measures and procedures to manage SPAs (Special Protection Areas), complete the transposition of directives on wild birds through horizontal conservation measures for SPAs. However, the latter have been accompanied by major problems: the lack of implementation of the Biodiversity Strategy, shortage of funding for the management of protected areas, etc. But there were also positive developments, as concerns protected areas, such as the signature of the President of the Greek Republic of the Decree on the legal protection of 380 small island wetlands.

- **Forest policy:** Significant legislative measures have been introduced regarding forests and forested lands, but, due to their recent introduction, these measures have not yet been evaluated for their implementation and impact on land use/ cover and landscape. Most important, however, is the fact that serious concerns have ensued about the protection of forests, through this new legislation.

- **The 2008/56/EK directive:** Also important as regards the transposition of Directive 2008/56/EC (Marine Strategy Directive) into national law, this directive was instigated in 2011, with significant delay, after the deadline for its transposition expired on 15 July 2010.

- **The EU Landfill Directive 1999/31/EC.:** The implementation of this directive is pending and, thus, its impacts on the land have not (could not have) been fully assessed.

Waste management in Greece is a really chaotic and complex matter. The voting of Law 4024/2012, which transposes Directive 2008/59/EK on waste management has been the most notable development on this issue, during the period under review. The absence of clear policies aiming to reduce the volume of waste production, the absence of spatial planning—which does not allow for the proper siting of landfills—the lack of infrastructure and trained personnel in the appropriate authorities and the fierce reactions on the part of local communities have prevented the creation of necessary waste management infrastructure, leading to serious problems in waste management, in Greece.

- **The Water Framework Directive 2000/60:** There has also lapsed considerable delay in the implementation of the Water Framework Directive, in Greece.

During this corresponding period, the most important development as regards to Greece's water policy has been the placement under public consultation of the majority of river-basin management plans (2000/60/EC). Considerable delay in the implementation of the Water Framework Directive has occurred, which has already led the European Court of Justice to rule against Greece (case 297/11), for failure to complete the plans on time, i.e. until December 2009. Another important development has been the publication by the Ministry of the Environment of the technical report "Quality of surface and underground waters: 2000-2008", which underlines the absence of water management and monitoring policies and presents a number of particularly problematic cases of water pollution and salination, such as the Assopos River, the Amvrakikos Wetland and Dike 66 of Loudias River.

-**The EU biodiversity strategy to 2020 :** it has not been assessed, since it has just been institutionalized in Greek law (Law 3937/2011 - Gaz 60/A/2011- "Conservation of biodiversity and other provisions").

- **The Integrated Coastal Zone Management (ICZM) strategy:** In Greece, the implementation of what is considered an equivalent to a national ICZM strategy has been on-going since 2011, after the preparation of a new spatial framework for ICZM, by the Ministry of Environment, Energy and Climate Change. The implementation of ICZM principles is still at an initial stage. Future progress on this matter, however, is anticipated, since the major elements of the ICZM Protocol for the Mediterranean—which are reflected in the ICZM Spatial Plan of Greece, presently under preparation--match all the ICZM principles.



The relationship that emerges from our database between EU policies and their impacts on land use, land cover and the landscape of Greece, however, cannot be considered complete, if the current status of (mainly sectoral) policies is not taken in consideration.

#### **2.3.4 Conclusions**

In brief, no complete, integrated set of policies has so far been implemented such that would lead to concerted, desirable and sustainable changes in land use and the Greek landscape. A gap exists with regard to the level of implementation of EU policies and directives, in order for their full impacts on land use and landscape functions to be assessed and evaluated.

## **2.4 Italy**

#### **2.4.1 Sources of information**

The process of data collection and organization was based on the following categorization of research areas (sectors): environment, energy, tourism, spatial planning, rural development, transport, etc. We considered the impact of European and national policies/ measures, directly or indirectly influencing land uses, the land cover and the landscape of Italy. Our basic sources of information, as mentioned above were the main public bodies responsible for land-use matters (Ministries, their Sectors and Directions, etc).

The literature survey proceeded through archives or databases of the European Commission, European bodies (such as the European Environment Agency, EUROSTAT, etc.) and national bodies (Ministry of Agriculture, Natural Resources and Environment, the Ministry of Arts and Culture, the Ministry of Interior, the Ministry of Finance, the Ministry of Commerce, Industry and Tourism, the Ministry of Transport and Works, etc.) and Ministry sector units, such as Institute of Agricultural Research, the Department of Urban Planning, the Agricultural Payments Organization of Italy, the Scientific Research Centre of Italy etc. Specifically, we investigated national and EU reports regarding issues, such as nature conservation and biodiversity, land, water, climate change etc., relating to landscape and land use. Additional data were located through various electronic search machines, such as Science Direct, Web of Science etc.

#### **2.4.2 Results - Overview Italian literature**

The extent of literature addressing the impact of policy on land use and landscape in the Italian context is shown Table 2 and includes in total 121 records. More specifically, the scientific literature comprises of peer-reviewed articles in scientific journals or books and of government-funded research reports and policy evaluations, mostly linked to the evaluation and assessment of European policies and their relevance to the case of Italy. The majority of the entries are national reports of the country itself and of European organizations and EU projects. Most of these entries relate to the status quo at country level, until 2004, and after the implementation of the European directives in law and policy (Figure 11). Examples of the latter are the implementation by Italy of the WFD-2000/60/EC, the Action Plans for the Environment (Natura 2000, Protected Areas, Biodiversity, the Birds Directive 1979/409/EEC), the Leader program, the EU Biodiversity Policy, the Maritime Policy, etc. Most database records refer to national level, while some of them deal with the regional-local levels (Figure 12).

Table 2: Number and sector of publications

Sectors	Number of studies / articles
Rural Development	9
planning -transport etc	10
environment, energy, tourism, culture	62
combination of policies/directions	40
<b>Total</b>	<b>121</b>

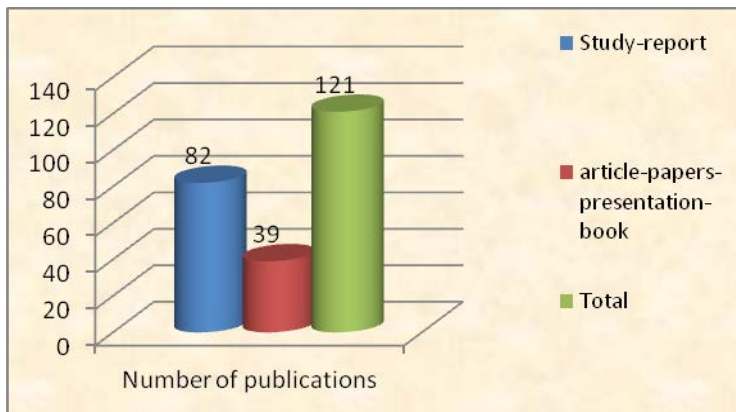


Figure 11: Number and type of the studies

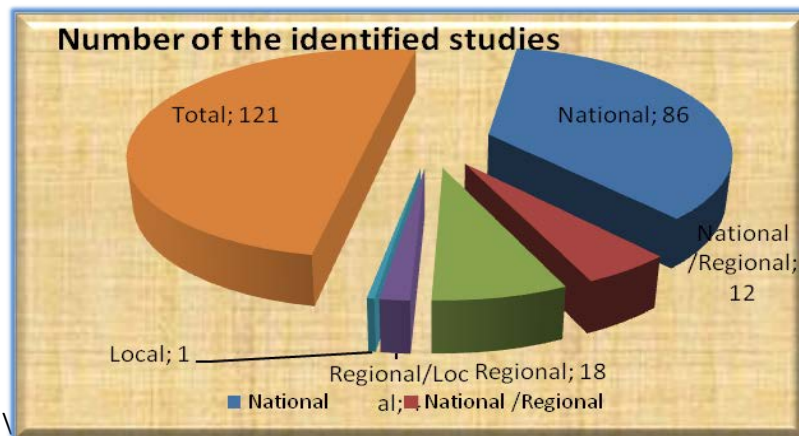


Figure 12: Scale of the publications

Basic constitutive parts of the structure of the Republic of Italy are the municipalities, the provinces, the metropolitan cities, regions and the State. New provisions, setting up a fully polycentric legal system, provide for a sharing of the legislative power between the State and the Regions, whereby local authorities are assigned administrative power, in accordance with the principle of subsidiarity, under which decisions relating to local

communities must be adopted, when possible, by the level of government closest to the citizens. Despite the polycentricity, national reports cover as much as possible the whole land territory. Also, due to the fact that several years have elapsed since the country's accession to the European Union, the implementation of many programs and actions relating to land use/cover and landscape, in many parts of the country, offer Italy the advantage of a broad range of applications and studies on this matter. Nonetheless, it is important to note that studies or articles directly related to the impact of policies on landscape and land uses are minimal.

Of our 121 database entries, identified from various sources, most are national reports, research reports, government reports and policy evaluations, through programs funded by the E.U. National reports, in particular, mentioned the current situation concerning land use change imparted by applied policies, with an emphasis on the environment, spatial planning, agriculture and tourism, while presenting the causes and effects of these changes. Examples of the latter are: the national reference report on the implementation of the Ramsar Convention and the rural development program under the European Regional Development Fund.

The types of studies that have been incorporated into the database, as already mentioned, are diverse; they include both identification and assessments of the current status of land use/ landscape (change), as well as policy evaluations. Most of these, record problems identified in key areas, such as agriculture and environmental land uses. The period covered by our database is mainly the past 50 years, although most national reports--and especially those of government agencies and organizations--are reports of recent years. Many records refer to matters of national policy dissections. Some studies also focused on the effect on the dynamics of land use change policy in a broader perspective, including both domestic and European policies.

It is mainly the national reports that refer to the current status of land applied policies, with an emphasis on the environment and spatial planning, with problems arising from the mix of uses and policy priorities on agriculture, tourism and rural policy. These reports present the causes and consequences of these changes.

Direct references, however, of the influence of European policies on the landscape are minimal at the national level; conclusions are implied by case studies, showing the current situation and the impact of EU policies on the study areas.

### **2.4.3 Analysis of trends in literature**

"The main landscape changes identified in Italy are not only due to the implementation of European policies, but also due to land use pressures, especially in recent decades, caused by driving forces, such as tourism, housing development, demographic changes, and other investments. In many parts of the country, great pressures for urban space availability and rural/ agricultural production are applied to forested and natural lands. Already, forested and other natural lands in these areas are systematically destabilized, due to fires, overgrazing, etc. Meanwhile, and as a result of the above impacts on the land, the look of the rural landscape is changing fast, at such rates, as to talk about degraded landscapes in the vicinity of environmentally sensitive parts of the country.

The data collection for our literature database brings up issues such as the agricultural overuse of marginal lands; overexploitation of natural ecosystems; land degradation due to the abandonment of traditional rural practices; unsustainable exploitation of land and water reserves by the rural economic sector; exhaustion of non-renewable resources; infrastructure development and the deterioration of the physical environment through tourism/recreation development; landscape destruction through large-scale construction works; rural land deterioration due to the implementation of inappropriate agricultural methods and interventions; the debasement of environmental standards in favor of economic growth; ecological degradation due to illegal construction; the destruction of the landscape by the uncontrolled expansion of urban infrastructures (urban sprawl); unusual

human- and physically-induced disasters with long-term repercussions; and environmental degradation due to over-employment of toxic or non-biodegradable substances and to (controlled or uncontrolled) refuse disposal.

A large number of references identified soil degradation processes; a general increase of artificial surfaces to the detriment of agricultural and forest lands; a general decrease of forest and semi/natural areas; desertification; the decrease of farming—especially in the Apennines—harming rural communities (mountainous lands were abandoned because traditional agriculture was no longer profitable); conversion between farming types—internal conversions—mainly due to the transition from old methods of farming to industrialized agriculture; conversion of transitional woodland to forest; the steady growth of big works; coastal area urbanization; and urban expansion, generally speaking (European Environment Agency (EEA)). In parallel with the above, in many coastal areas of Italy, serious land use problems impose negative impacts on the environment, such as land-use conflicts between tourism, agriculture, mining, fishing, residential growth and illegal construction, on the one hand, and land protection regimes (NATURA 2000 areas, landscapes of special natural beauty, Corine biotopes, marine parks, etc.), on the other hand.

#### 2.4.4 Environmental policies and institutions

Italy ratified various international agreements and the implementation of international conventions on nature themes (legislation for nature and land use), such as the Convention on Biological Diversity, the Convention on Wetlands of International Importance (RAMSAR), the Convention on International Trade in Endangered Species (CITES), the Convention on European Wildlife and Natural Habitats (Bern), the Convention for the Protection of Migratory Species of Animals (Bonn), the Convention to Combat Desertification, etc., which ensure the coexistence of economic development and environmental protection. In fact, Italy, among other countries, signed the 1992 International Convention on Maritime Rights (UNCLOS); the Barcelona Convention for the Protection of the Marine Environment and the Mediterranean Coastal Region etc.

Also, several programs directly or indirectly set desertification and environmental protection as necessities and priorities for Italy.

- **The ICZM strategy:** Italy has not yet developed a nationwide ICZM strategy. The Italian National Report on the implementation of ICZM, by the Ministry for the Environment, Land and Sea, 2011, states that: "Although Italy has not yet developed a nationwide ICZM strategy, over these years a host of ICZM-related initiatives, policies, and management tools have been implemented. In fact, in order to implement the ICZM Recommendation, Italy has adopted the policy of defining and building its national strategic plan, developing the project-related subjects and adopting adequate legislation". In the same report, it is mentioned that "The CGIs - Coastal Geographic Information System, is a tool to "gather data and information on the procedures", while another useful tool is "the Cartographic Portal of the Ministry for the Environment (1999)". A full version of ICZM process at the regional level currently applies only in the region Emilia-Romagna (Decree region. 645, January 20, 2005). At the present time, numerous ICZM-oriented development initiatives have been introduced in Italy.

According to the same report, the "CAMP Italy" (Coastal Area Management Program) program was conducted as a pilot project, in different regions of the Mediterranean (Italian National Report on the Implementation of ICZM from the Ministry for the Environment, Land and Sea- 2011).

- **The Common Agriculture Policy:** At the outset, it should be mentioned that, due to the federal nature of the state, Italy has more than one RD Programmes. In general, the Common Agricultural Policy (CAP) has

influenced the landscape in various ways, both positive and negative. The implementation of the CAP has been leading to the following land/ landscape impacts: the transition from traditional to modern agriculture reduces the number of farms and increases farm sizes; traditional farms become less specialized and thus support greater biodiversity than current landholdings; and traditional crop loss appears to be largely irreversible, because it binds to a process of social transformation. Agri-environmental programs seem to be mitigating the impact of the decline of traditional agriculture. According to Marini et al. (2011: 258-267), modern farms should be more involved in biodiversity conservation. Agricultural practices are one of the major causes of human-induced land use changes and exert a significant pressure on natural resources through water consumption, the use of chemical fertilizers and pesticides and their influence on soils, water quality and greenhouse gas emissions (EEA, 2007a).

Generally speaking, the existing national framework for rural policy is very complicated. The CAP identifies measures enhancing environmental protection and combatting climate change, as for instance: measure 211, "Compensatory payments for mountain areas"; measure 212, Compensation payments for areas with other handicaps; measure 213, "Natura 2000 payments and payments linked to Directive 2000/60/EC"; measure 214, "Payments agri-environment"; measure 215, "Payments for the welfare of animals"; and measure 216, "Non-productive investments" (more information about these measures, in the "Data annual implementation report, 2010, Agriculture for the benefit of all, Regional implementation of measures for the sustainable use of agricultural land.

In many articles and reports of the database, there are references about the support of organic farming in Italy and about the pressures exerted by agricultural activities on water resources. Agri-environmental measures allow for the protection of endemic birds in Italy. Moreover, the biodiversity of areas of organic agriculture and the conservation of traditional shrubs are enhanced by the reduction in the use of chemical compounds that directly affect ecosystem balance. Sustainable forest management is expected to increase as a result of the construction of fire lanes and other measures, targeting the reduction of fire risk. Forest-environment payments subsidies, through CAP, should contribute to landscape and nature maintenance and preservation.

**- The Water Framework Directive:** The Water Framework Directive (WFD) was implemented rather late in Italy and the basic reason for that was the complicated national and regional institutional set-up, characterized by complex interrelationships and relatively poor coordination, resulting into difficulties in integrating the WFD in Italian Law. In Italy, the concept of planning at the basin level was established by Law 183/1989. The basins were designed for water protection, regional conservation plans provided a tool for the design of measures to achieve the environmental objectives. "Directive 2000/60/EC has divided the country into eight river basin districts and each district provides for the preparation of a management plan, assigning the responsibility to the authorities of the river basin district. A new law in 2009, for extraordinary water resources and protection of the environment, provides for the adoption of management plans, carried out by the Institutional Committees of the Basin Authority of national importance, supplemented by members designated by regions whose territory lies in the district to which the plan refers" (Ministry of 'Environment and Protection of Land and Sea).

As mentioned above, on the one hand, similar levels of governance and administrative divisions of the country are hierarchically identified, between levels of management government (region, province and basin). On the other hand, each region has its own rules and responsibilities in relation to water; while the provinces has the authority at the local level. Finally, in 2009, a catchment basin authority was established

in each region and given the responsibility to prepare a management plan for each river basin area, running, however, the risk of heterogeneity in its results.

- **National environmental legislation:** – Italy has signed international environmental conventions; it has ratified and implemented the Protocol on Biosafety; and has also ratified the Kyoto Protocol on climate change. All in all, environmental legislation has been implemented in Italy, for decades. Particular emphasis must be placed on the fact that Italy is involved in many multilateral environmental agreements to protect biodiversity and has implemented a series of environmental directives. For example, the Birds Directive was transposed by Law 157/1992 and the Habitats Directive has been fully transposed into Italian law by Presidential Decree 120/2003. Another important convention has been the Convention on Biological Diversity (CBD). Specifically, in Italy, there are 774 protected areas: 23 national parks, 22 natural marine reserves, 146 state nature reserves, two underwater museums, one international marine reserve for the protection of cetaceans, 105 regional parks, 335 regional natural reserves and 141 other protected areas. In addition, there are 2280 SCI (Sites of Community Importance), defined by Italy pursuant to Council Directive 92/43/EEC and 590 SPAs (Special Protection Areas), classified by Italy according to Directive 79/409/EEC. Regarding the percentage of forest cover, around 35% of the country is currently covered by forests. In recent years, there have been several actions to improve and disseminate knowledge about biodiversity and to sensitize various stakeholders on the objectives of the Convention on Biological Diversity. These actions have allowed for a "new deal", including a new national coordination initiative for biodiversity. Moreover, Italian national policy on natural protected areas was actively supported by COP7.
- Another important reference for the conservation of biodiversity is the Framework Law on Protected Areas 394/1991. Furthermore, 12 'Action Plans' have been implemented for threatened species of fauna, while 3 'Guidelines' have been drawn up to manage species that damage native fauna and natural habitats (The European environment – state and outlook 2010, Country assessments, Italy).

Although the system of protected areas and NATURA 2000 Network require improvement, they make a considerable contribution to conserving biodiversity. Finally, of significance is also the fact that Italy developed a National Action Plan for Combating Drought and Desertification (NAP), in 1999.

- **National European Landscape Convention:** ELC was ratified by Italy in 2006. A specific policy document, Landscape Heritage-Cultural Heritage and Landscape Code, incorporating landscape issues, has applied in Italy, since long before the ELC. According to the Document of the Secretariat General Cultural Heritage, Landscape and Spatial Planning Division, Directorate of Culture and Cultural and Natural Heritage, 2009, "Italy has fully integrated the landscape into the policies indicated in article 5 and has indicated the methodologies of landscape planning, provided for the joint planning between State and Regions for landscape areas and heritages, in articles 135 and 143 of the Cultural heritage and Landscape Code.

#### 2.4.5 Conclusions

To conclude, it is important to note that changes in land use have been identified in many regions of Italy, and that this has resulted in many problems —in terms of pollution; effects on the soil, the landscape and rural areas; coastal area urbanisation, the decrease in farmland, etc. The European Directives directions have had both positive

and negative impacts, in this respect. Despite the fact that decades have elapsed since their adoption, there has been a delay of implementation and improvements are required. In brief, no complete, integrated set of policies has so far been fully implemented as regards land use/ cover and landscape, in the country. This conclusion is drawn from the sum of entries in our database, where the final outcome is the realization of a gap in the level of implementation of EU policies and directives by Italy and in their impacts on land use/cover and landscape structures/ functions.

## **2.5 Malta**

### **2.5.1 Sources of information**

This overview of literature deals with the impact of EU and national policies (standing laws and regulations) on the landscape, on land use and land cover, and examines the spatial consequences of those policies.

The Malta literature survey, proceeded through archives or databases of the European Commission, European bodies, such as the European Environment Agency, EUROSTAT, etc., and national bodies, such as the Malta Centre for Fisheries Sciences, Malta Maritime Authority, Malta Resources Authority, Ministry for Resources and Rural Affairs, Department of Information, Ministry of Health, Ministry of Resources and Rural Affairs, Agriculture and Fisheries Regulation Department, Planning and Priorities Coordination Department, etc. Specifically, we investigated national and EU reports regarding issues such as nature conservation and biodiversity, land, water, climate change etc., affecting landscape and land use. Additional data were located through various electronic search machines, such as Science Direct, Web of Science, the database of the Law Library and libraries of various NGO's—for example, BirdLife Malta Organisation (Founded in 1962 as MOS: Malta Ornithological Society), etc.

The period examined is limited mainly to the last two decades, but some entries show the evolution of the land-use situation in the country since the beginning of last century.

### **2.5.2 Results - Overview Maltese literature**

*The extent of the literature addressing the impact of policy on land use and landscape in the context of Malta is shown in Table 3. Scientific literature comprises of peer-reviewed articles in scientific journals or books and of government-funded research reports and policy evaluations, mostly linked to the evaluation and assessment of European policies and their relevance to the case of Malta. The majority of the entries are national reports of the country itself and of European organizations (*

Table 4). Most of these entries relate to the status quo at country level, until 2004, and after the implementation of the European directives in law and policy. Examples of the latter are the implementation by Malta of the Action Plans for the Environment (Natura 2000, Protected Areas, Biodiversity), the Birds Directive, the Rural Development Program under the European Regional Development Fund (ERDF), the Nitrates Action Programme, the National Agricultural Policy (Rural Development Programme for Malta 2007 – 2013), the Leader program, the Water Framework Directive, etc.

*Table 3: Number and type of identified publications*

Sectors / directions	Number of studies / articles
Rural Development	9
Transport	5
Spatial planning	6
Environment, energy, tourism, culture etc	37
Mix	18
<i>Status quo Mix report -EU</i>	40
<b>Total</b>	<b>75</b>

*Table 4: Number and type of identified publications*

Number and type of identified publications	
Type of identified publications	Number of publications
article-papers-presentation-book	21
Study-report in national level & National report-country report	54
<b>Total</b>	<b>75</b>

Almost all of the publications deal with policy evaluation at the national level, very few address the regional-local levels (Table 5). This, however, is logical since Malta is a fairly small island, and the difference between local and national scale is small.

*Table 5: Scale of the identified studies*

Scale of the identified studies	Number of the identified studies
National	71
Regional	2
Local	2
<b>Total</b>	<b>75</b>

### 2.5.3 Analysis of trends in literature and potential knowledge gaps

Most of the studies and articles listed in our database deal with the current state of the environment, the changes identified on the land of Malta and the evaluation of relevant policy or its implications, by category. They also detect and refer to changes of land uses and landscape, indirectly. A large number of studies (40) present the



current situation, the change of land use, landscape and environment, as well as identified environmental problems and threats.

The fact that Malta only joined the European Union in 2004, despite the fact that environmental laws are relatively recent policies, promoted during the last several decades is possibly the reason for the lack of studies on the impact of European policies on land use change and the landscape of Malta.

The legal framework of Malta was set out in the act of 'Development Planning 1992', through which the Planning Authority, first established, along with a detailed and hierarchical system of development plans and planning policies, based on land-use change decisions. The main landscape changes identified in Malta are not only due to the implementation of European policies, but also to the land use pressures, especially in recent decades, caused by driving forces such as tourism, housing development, demographic changes, and other investments. Such pressures have been exerted, in many parts of the country, on factors affecting land use, such as agriculture, conservation of natural and cultural heritage resource management, housing, transport. There have been intense pressures for coastal urbanisation, over the past decades. Tourism, including domestic tourism, also constitutes a major pressure in coastal and marine areas and is considered as a major driving force of change, since it contributes to population growth and to raising pressures for hotel, holiday apartment and marina development.

Malta does not have direct support schemes for its farmers, since 2002. However, its agriculture sector benefits from high protection through a system of import levies, applying to certain products and high transport costs. Malta is committed in principle to dismantling these levies, but no progress can be reported on that, so far. After its accession to the EU, in 2004, the agricultural sector is governed by the Rural Development Plan (2004-2006, 2007-2013), designed to improve the competitiveness of this sector--the rural environment and quality of life--which is addressed through the use of agri-environmental measures, through which farmers receive financial benefits for business-friendly conservation measures, such as organic farming and rural infrastructure management--for example, the preservation of dry stone walls. Specifically, agri-environment schemes and the EU's Less Favoured Areas (LFAs) measures have been established in Malta, through both the 2004-2006 Rural Development Plan and the 2007-2013 Rural Development Programme. The 2004-2006 Plan included an agri-environment scheme to promote the protection, maintenance and enhancement of the traditional rural environment of the Maltese islands.

Environmental issues are becoming increasingly important in Malta, as can be seen by the increasing budgetary focus on this sector. The 2010 biodiversity target was addressed through the development of the National Biodiversity Strategy and Action Plan for the Maltese Islands. In this context, Malta has made progress with protecting species and habitats of importance.

Nature protection contains important measures, bearing significant impacts on rural areas. Nature conservation policy is guided by the EU Habitats and Birds Directives and the related national legislation.

Water issues in Malta are regulated through the Water Framework Directive and its related national legislation under the Malta Resources Authority Act and the Environment Protection Act. The principal considerations in the latter are the control and coordination of activities on land, that might have a detrimental effect on water quality, by means of a water catchment management plan.

#### **2.5.4 Environmental policies and institutions**

The major EU policies with an impact on Malta land use, land cover and landscape, have been:

- The **Common Agricultural Policy**: This policy has been shown to affect the landscape in various ways, both direct and indirect, in tandem with other environmental policies, aiming at the intensification of agriculture, the termination of several agricultural practices, monocultures, land conservation schemes, etc. This brief review of environmental trends and issues has shown that the Maltese landscape remains largely dominated by agriculture, which carries an important stewardship role in ensuring countryside quality. It also shows, however, that the rural environment faces serious threats, such as land abandonment, loss of dry-stone walls, waste dumping and agricultural land reclamation. It also highlights that the Rural Development Plan's agri-environmental measures exploit the synergies between agriculture and the environment and should be sustained and resourced in the future. A high quality rural environment has a major role in providing an improved quality of life. Thus, recent initiatives to develop management plans, facilitating the improved management of competitive land uses within designated areas, enable a more "comprehensive approach to countryside management. These management plans will also play an important role in ensuring countryside quality" (The European environment – state and outlook 2010-Country assessments-Malta-Land use).

- The **European Habitats Directive** 1992/43/EEC: Its impacts have not yet been totally assessed, but its incorporation in the legal framework and its implementation have been evolving. "Malta has made significant progress in the protection of species and habitats that are important. An analysis of 189 Maltese species of international importance indicates that 183 (97%) of species of international importance protected under the laws of Malta. These figures contrast sharply with the protection regime in 2002, when 39 % of species of international importance were unprotected" (Convention on Biological Diversity, Country profile-Malta). All of the latter have resulted in an increase in the terms and requirements for out-of-plan construction and construction within areas of the NATURA 2000 network.

- The **Water Framework Directive** 2000/60: the implementation of this directive has not been totally assessed.

-The **EU biodiversity strategy** to 2020 : also, not assessed.

However, the relationship between EU policies and their impacts on land use, land cover and the landscape of Malta, cannot be considered complete, if we do not take into account the current status quo of a mixture of mainly sectoral policies. In brief, no complete, integrated set of policies has so far been implemented. This conclusion is drawn from the sum of the entries in our database, where the final outcome is the realization of a gap regarding the level of implementation of EU policies and directives and their impacts on land use/cover and landscape structures/ functions of Malta.

### 2.5.5 Conclusions

Malta is a rather small island, and the studies have been limited. No real distinction can be made between 'national' or regional studies, due to this scale. Implementation of policies seems to be lagging behind, which is also related to the fairly recent accession to the EU.

## 2.6 The Netherlands

### 2.6.1 Sources of information

Although the focus was primarily on Dutch case studies, also papers on Belgium were included, which seemed a logical consequence since the same journals form a platform for these studies, or as a result of cross references in the literature.

The literature search was done in the library catalogue of Wageningen (De Haaff Library) as well as scientific journals, both Dutch and international journals such as *Landscape Ecology*. The primary search was on Dutch language publications, but also English articles were included.

In addition, specific dedicated journals were searched for publication of relevant articles (in the Netherlands e.g. articles in the journal 'Landschap', over the past 10 years, and the journal 'Landwerk'). Also publications from research organisations were checked for case studies which fit these descriptions, in particular the National Planning Agency (Milieu en Natuur Planbureau, later the WOT), the Agricultural Economical Institute (WUR-LEI) and the land consolidation office (Dienst Landelijk Gebied).

### 2.6.2 Results - Overview of Dutch literature

The amount of literature which is dealing with the impact of policy on landscape in the Dutch context is rather limited. In total we identified some 27 papers or studies that met the criteria as described in par. 1.1. Some 4 are English language papers, the others are in Dutch.

The scale of the different studies varies from assessments of impacts in a small case area to nationwide analysis of policy impact. Most publications focus at the national or regional level (12 vs. 11, see Figure 13). Publications at national level are mostly dealing with governance, and evaluation of policies which have impact at the landscape or spatial development. Not all these publications describe in detail the impact at the landscape, some only deal with particular impacts such as farm economy.

Some three studies focus on Flanders, Belgium, whereas two publications make a comparison between areas in different countries in Europe. The smallest area measures some 32 km<sup>2</sup> and in Belgium from less than 1 to 10 km.

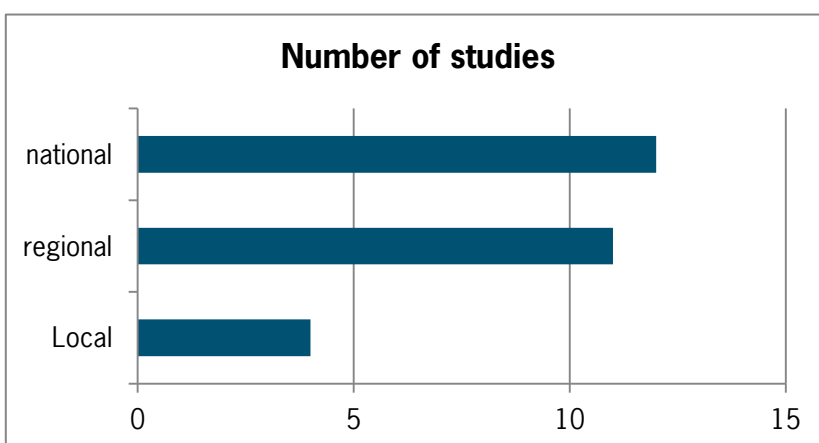


Figure 13: Scale of the identified studies

The studies at local level are focused at the Municipality, since this is also the lowest level where decision making at spatial development is taking place. One of these local cases (Epe-Vaassen) is adjacent to the WP1 case study area Heerde municipality, and provides interesting insides in landscape change over time (Veeneklaas et al. 2004). The time frame differs, from a comparison for a limited period of a few years, up to 150 years, more or less the period that reliable topographical maps were prepared. Most papers however deal with a period of some 10 years only. The approach is rather ad-hoc, and rarely covers a pre-defined strategy, often based on field observations and whatever supporting materials are available. Some studies have a methodological background, where it is assessed how landscapes can be compared or how a monitoring framework can be set up or how reliable maps are for sampling areas (Koomen et al. 2006; Nieuwenhuizen and Roos-Klein Lankhorst 2007; Verburg et al. 2009).

The type of studies is quite diverse, including landscape assessment, policy evaluation, land change studies, land use and environmental impact studies.

In the database 'various' Policies were mostly covered: in total in 9 studies (Figure 16). Many publications also deal with Natura2000 (9 in total) here is rarely differentiated in birds directive or habitats directive. Several papers compare different policies, e.g. CAP and Natura2000, WFD and Natura2000, or discuss specific rural development programs. The graph also shows that many policies are interwoven, and cannot be split into e.g. just CAP or just WFD.

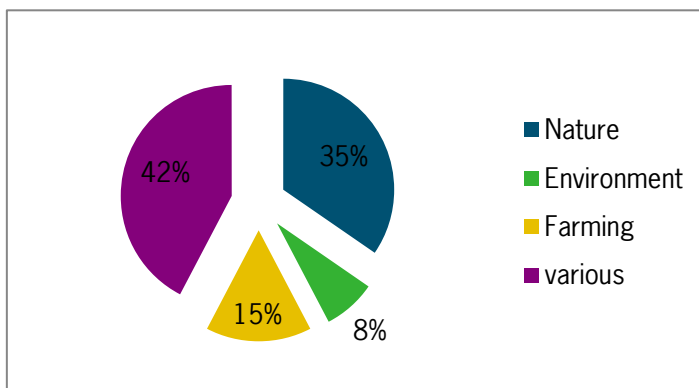


Figure 14: Policy sectors discussed in the publications

If the information is summarized, most publications deal with 'various policies' or with 'nature' (Figure 14) Most publications assess how the policies impact landscape and farming (6), or just landscape (5) (Figure 15). Others deal specifically with the implementation, the governance aspect of policies (4) or governance in combination with aspects like water or nature. This is obviously a result of the scope of the literature search, which have a bias on landscape, land use and nature.

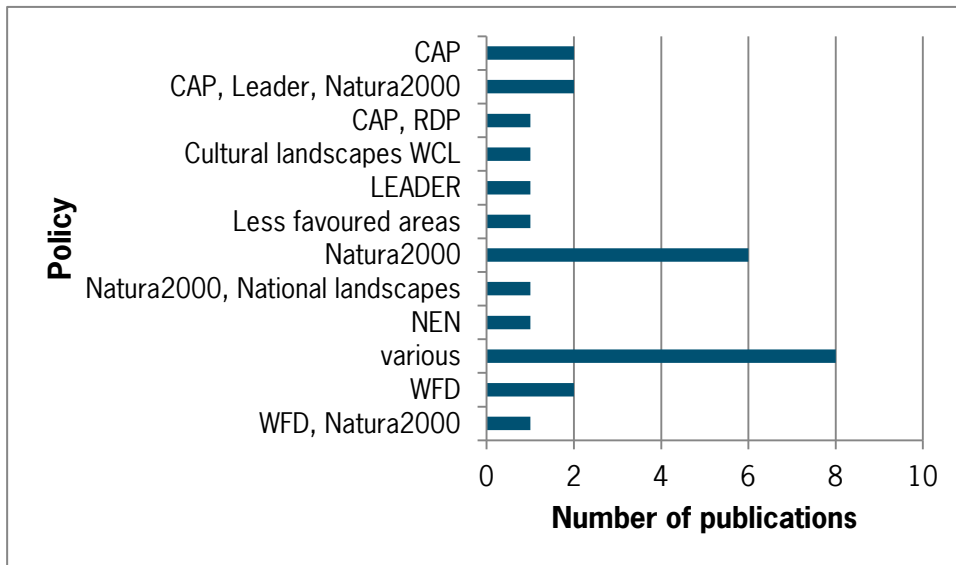


Figure 16: Type of policy assessed in the identified studies

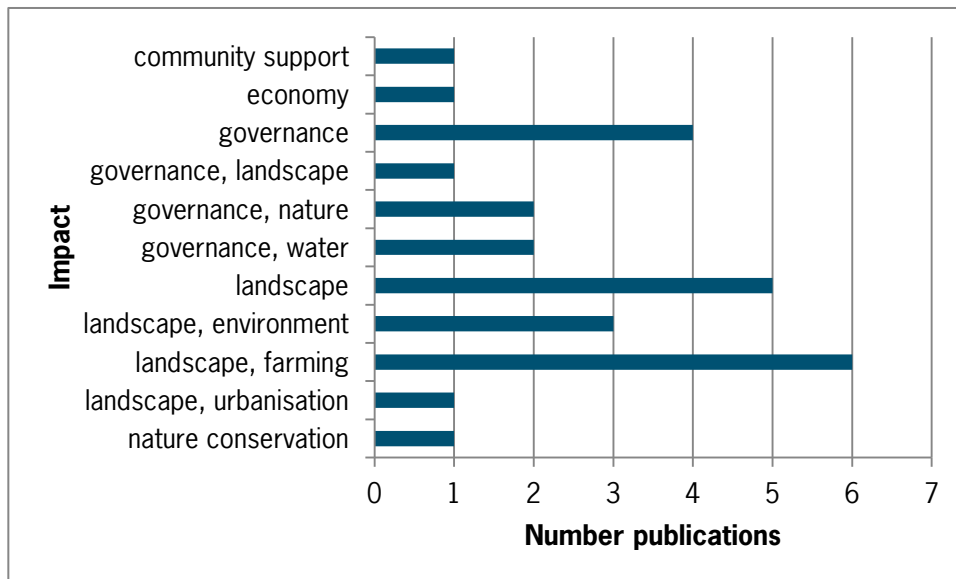


Figure 15: The impact assessed in the identified studies

### 2.6.3 Analysis of Trends in literature and potential knowledge gaps

There is in fact very little specific ex-post evidence of policy impact on land use/landscapes. Papers as presented in the report mostly deal with either a general discussion on policies, and its impacts, rarely documented with detailed and hard facts and figures.

Alternatively, the publications focus only on certain aspects of policy, e.g. decline of landscape quality –however still very valuable because quantifying local changes- for two municipalities (Veeneklaas et al. 2004). Others deal more with the effectiveness of policies, again without hard evidence but based on circumstantial evidence (Kranendonk et al. 1999; Molen et al. 2006; Pleijte et al. 2000).

Two outstanding studies are dealing in particular with farming: one report evaluating impacts of farming at a national scale for different landscape or geographical regions in the Netherlands (Agricola et al. 2010). Each region is discussed with regard to changes in land use and landscape character. However, urban and nature areas have been excluded from this study, and the focus is on farming and land use.

The second study deals with the evaluation of the environmental measures of the CAP ('Programma Beheer' and 'Subsidieregeling Agrarisch Natuurbeheer'). However, the evaluation was done on the basis of available statistics, and a limited effort to assess results in the field. Therefore, no specific landscape comparisons were made based on maps, but merely an assessment of effectiveness and realization of targets, which makes it less suitable for our purpose.

At the local level the discussion on decline of landscape quality for two municipalities is of interest. Here indeed a comparison is made of the landscape, with use of topographical maps and aerial photographs. It is even more interesting since one of the areas is near the Heerde case study area in the Netherlands, and many parallels can be found in this area. The oldest landscape descriptions date back centuries. However, specific landscape elements are evaluated, e.g. village expansion areas, industrial sites, 'horsification' of the landscape, infrastructure etcetera.

#### **2.6.4 Environmental policies and institutions**

Main policies discussed in papers for the Netherlands are:

- The Common Agriculture Policy: This policy has influenced the landscape in various ways. Both as a driver of intensification of agriculture and as a driver for extensification.
- European habitat directive: No studies have been identified, which assess the physical impact of the European Habitat Directive.
- The Water Framework Directive in relation to large scale policies for river management (the "Room for Rivers" program).
- Nitrate directive, and spatial planning in particular for intensive agriculture

#### **2.6.5 Conclusions**

Most striking is that no papers or publications were found on the impact of policies on case study areas, which provide empirical evidence of changes (or stabilization) as a result of policies. Papers are either of a general nature, describing the general impacts of policies, or they evaluate at a national or regional level how the policy has been implemented, often with statistics of farmers supported or funds spend.

There is a knowledge gap concerning the impact of almost all policies. Some policies have been studied to some extent; this is the case of the Common Agriculture Policy and Natura2000.

## 2.7 Romania

### 2.7.1 Sources of information

The literature survey regarding land use and landscape change under the influence of European and national policies in Romania was carried out at the Department of Systems Ecology and Sustainability, University of Bucharest (UNIBUC).

The main sources of bibliographic materials were the Central University Library and websites for all the national journals recognized by the National Council for Scientific Research in Higher Education, the Information and Documentation Centre in Systems Ecology and Sustainable Development and different databases for scientific information and documentation as SpringerLink and ScienceDirect. Websites of the Ministry of the Environment and Ministry of Agriculture and Rural Development were also searched. The search of the Ministries websites was not conclusive; the documents posted on-line were mainly informative synthesis for different policies or reports evaluating the compatibility of different strategic objectives pursued in different strategies in accordance with EU requirements.

### 2.7.2 Results - Overview of Romanian literature

The search for scientific literature dealing with land use and landscape change and policy had also limited results, 39 titles being selected, in forms of 3 reports, 4 books chapters and 32 articles, half of them peer reviewed articles from international scientific journals (Figure 17).

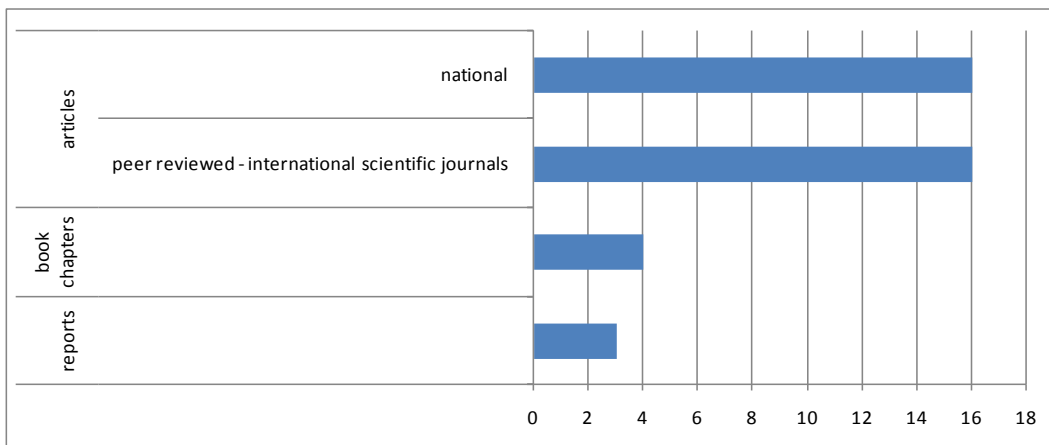


Figure 17: Number and type of identified publications

The scale level (Figure 18) of the studies varies from local to national, the majority being at regional (13) and national (11) level. Local case studies are sometimes used for extrapolation at county (Fraser & Stringer 2008, Kuemmerle et al. 2009) and regional (Pătroescu & Niculae 2010) scale.

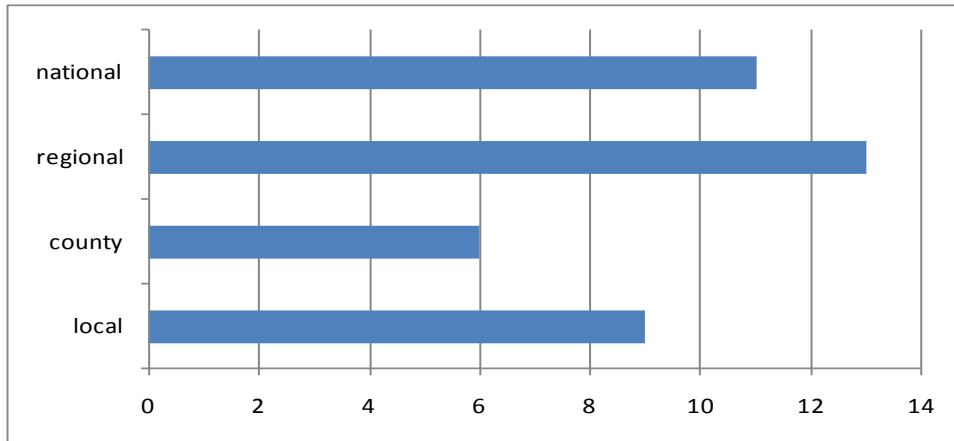


Figure 18: Scale of the identified studies

The majority of the studies (26) are related to land use / land cover changes or general landscape / biodiversity assessments (Figure 19), their spatial extent covering from local to national scale, the policy evaluation studies (9) are in general at national level, only 2 of them focusing at local level by analyzing the management plan for a community-owned forest (Sandulescu et al. 2007) and a protected area (Bellamy & Georgescu 2008). The rest of the identified studies are 2 participatory planning (Szabo et al. 2008, Stringer et al. 2009) and the other 2 are dealing with land reallocation rationales (Amblard & Colin 2008) and decisions (Vidican 2008).

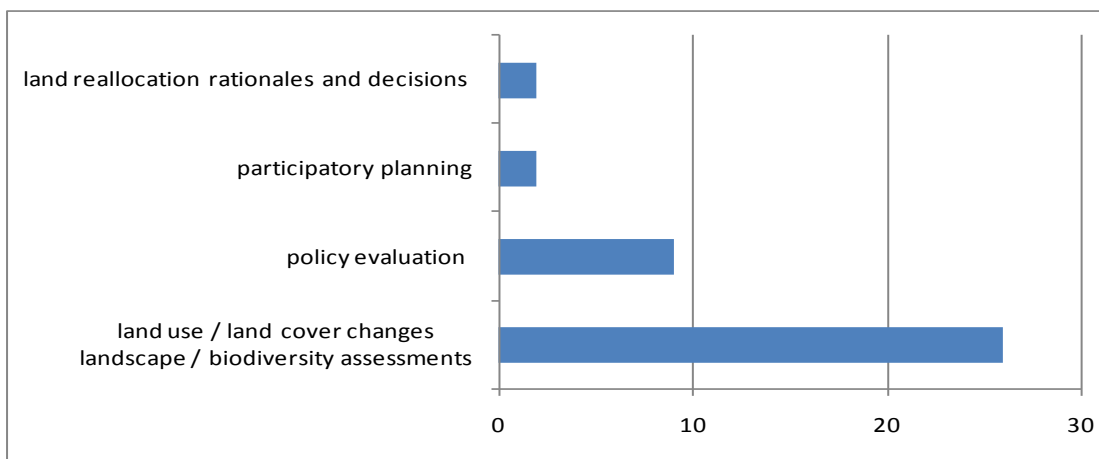


Figure 19: Type of the identified studies

### 2.7.3 Analysis of trends in literature and potential knowledge gaps

The majority of the identified literature is focused on the assessment of land use / land cover change or of the landscape structure, mainly since 1990 onwards, few studies covering a longer period, beginning of the 17<sup>th</sup> (Fraser & Stringer 2008), 18<sup>th</sup> (Licurici 2010) or 19<sup>th</sup> century (Vadineanu 2001, Vadineanu et al. 2003). The changes are



attributed to the political drivers, especially agricultural policy, in a general matter and usually is discussed the Romanian post socialism land reform. There are some papers that indicate the existence of very good spatial data that are of interest for Volante, eg. Kuemmerle et al. 2009, Lakes et al. 2009, Muller & Kuemmerle 2009, Vadineanu 2001, 2003, 2009.

No spatially explicit studies of the impact of Natura2000, CAP or WFD on landscapes have been identified, although in the database some articles are included that provide a general evaluation of the impact of implementing some EU policies, eg. Iojă et al. 2010.

### **2.7.1 Environmental policies and institutions**

The main policy instrument available for agricultural and rural area was the SAPARD program and the related „National Plan for Agriculture and Rural Development”/ NPRD/ 2000-2006. The EU financial support allocated from SAPARD has been available to a wide range of pilot micro-projects dealing with all kinds of aspects of the land reform and rural development, clustered in 4 groups (axis) in the NPRD/2000-2006, and to micro-projects dealing with the development of organizations, institutions and capacity (administration, farmers and other rural agents) which have to allow the implementation the post-accession programs. A particular policy instrument, important for the applying agri-environmental measures, was the EU-Life-Nature Program.

The National Strategy for Biodiversity Conservation and Action Plan (NSBC-AP)/ 2000-2010 might be also viewed as an important policy instrument in the field of restoration and conservation habitats. The objectives of 27 co-financed (8.4 mill. Euro from EU and 4.9 mill. Euro Ministry of Environment and Forests) life nature projects implemented between 1992 – 2006 have been established in accordance with identified priorities listed in NSBC-AP and EU- Habitat and Birds Directives (<http://ec.europa.eu/life>).

The Ministry of Agriculture and Rural Development has the leading role for development and coordination the “rural development policy and programme”. From the political and legal perspective it is supposed to be established a strong and effective cooperation with the Ministry of Environment, Water Management and Forests which has the leading role in policy and programmes elaboration and coordination for environment, water and forests. The implementation of agricultural policy and programmes, with their very specific objectives and targets, was the responsibility of the “County’ Directorates for Agriculture” (CDA) in cooperation with the county and municipal administrations, regional and local “cadastral offices” and new established “Agency for Technical Assistance in Agriculture” (ANCA/1997).

For the implementation of first (pre-accession/2000-2006) and second (post-accession/2007-2013) NPRD have been created specific institutions such as:

- National Agency for SAPARD and its regional offices in charge for the implementation the SAPARD programme through the NPRD/2000-2006 and later (2007) renamed as National Authority for NPRD (2007-2013) implementation;
- Agency for Administration of State owned land (ADS);
- National Agency for Fishery and Aquaculture (NAFA) in charge for policy implementation regarding conservation and management of aquatic resources;
- Agency of Payments and Intervention in Agriculture (APIA) in charge for technical and financial implementation of European funds (EFAG, EFARegionalD);
- Agency of Payments of Rural Development and Fishery in charge for technical and financial implementation of the EFA RuralD);

- National consulting and Training Agency: These specific institutions established during preparatory and accession phase for the implementation of agricultural and rural development program have or should have close links with other complementary institutions like:
- National Agency for Forest Management/ ROMSILVA and its local offices for forest management;
- National and River Basin Authorities for integrated water resources management;
- National and regional Agencies for Environment Protection;
- County and municipal authorities.

### **2.7.2 Conclusions**

The link between policy and impact on landscape in Romania is not very well documented. Planning appears to be based very much on a sectoral approach, studies are being focused on landscape or policy analysis. There are made cross-references, but in a general way, the socio-economic and political issues are indicated as drivers for land-use / land-cover change, but a specific policy is not analysed in a detailed spatial analysis of impacts.

There is a knowledge gap concerning the level of implementation of the EU policies and directives and their impacts on land use and landscape structure in Romania, especially considering that Romania ascension in EU is relatively new member state (since 1 January 2007) and that the transposition, implementation and enforcement of EU acquis require a considerable amount of time.

## **2.8 Sweden**

### **2.8.1 Sources of information**

This review of literature about physical impact of policy in landscape in Sweden was carried out during the summer and fall 2011, at the Department of Environmental Science at Århus University as a part of the VOLANTE project. In The material for this review of the research on impact of European policies in Sweden, have been collected from different institutions and agencies, including both governmental institutions, private consultant agencies and research institution e.g. government funded research institution. Also scientific papers from University scholars were collected through science databases with articles from peer reviewed journals.

In order to focus the literature search and create a prioritized output, it was decided to focus on literature strictly linking different policy with some kind of spatial change.

First and foremost the study included in the database needs to have a clear link between policy, both national and European and change in the physical landscape. This criterion excludes a number of studies dealing with either landscape or policy. An example could be a study which assesses the ecological condition of habitats, but without linking the ecological condition to general or specific policies affecting the habitat. It could also be studies which only focus on policies and which does not assess the impact of the policy on landscape. The objective of this literature review is to identify studies dealing with impact of already implemented policies, therefore studies of new policies or of different policy scenarios have to be excluded as their assessment is about the future impact of policies or policies that might be implemented. Therefore some simple criteria have been established: below.

In order to be included in the review the work must have one or more of the following features:

- Should have a relatively clear link between policy and impact on landscape e.g.
- Should include a spatial inventory of the spatial impact e.g. either some kind of spatial statistics or geographical description

- The work should assess already implemented policies. This exclude scenario studies and assessment of policies to be implemented
- Should assess policies during the last 20 years (this is hardly a problem as most environmental policies have first been implemented during the last 20 years)

The search strategy for review of literature is based on two different approaches, because of limited knowledge about the Swedish government system and agencies; the first approach focus on searching online research databases, such as Science Direct and Web of Science and Google scholar. The second approach focuses on Swedish government agencies and government funded research institutions e.g. Naturvårdsverket (Swedish Environmental Protection Agency), Jordbruksverket (Swedish Board of Agriculture), Riksantikvarieämbetet (The Swedish National Heritage Board) and the Swedish University of Agricultural Sciences (SLU). Also some policy evaluations have been included, evaluating policies such as the Common Agricultural Policy and the rural development policy. In one occasion reports from the NGO have also been included.

## **2.8.2 Results - Overview of Swedish literature**

In total 19 studies have been identified in the Swedish literature search of which the main part is at national scale (15) and only an minor part of local or regional scale (4) and one is unknown. The time period covered by the identified studies is mostly studies in the last 20 years, although some studies cover the period between 1969 – 2010. This also reflects that most of the studies are reports from government agencies or governmental funded research institutions (11). Only 7 research and NGO reports have been identified in this review. This also reflect some large research and assessments initiatives initiated by the Swedish government, such as the research project “CAP: smiljöeffekter” (The environmental effect of CAP). Most of the identified studies deal with assessment of policy or policy impacts, although some land use change and landscape monitoring studies are represented as well.

### **2.8.1 Analysis of trends in literature and potential knowledge gaps**

The impact which is assessed in the identified studies is mostly linked to land use, landscape, environment or agriculture. The Common Agricultural Policy is the single most evaluated policy in the identified Swedish publications, but also national Swedish agricultural policy as well as national end EU rural/regional development policy is represented. This is partly due to the research program “CAP: smiljöeffekter” which have been ongoing since Sweden joined the EU in 1996. The research project covers a wide variety of issues related to the CAP. The policy instrument used in the majority of the collected studies is a sort of economic incentives implemented through NRI.

### **2.8.1 Environmental policies and institutions**

It is not possible to quantify further all environmental policies for Sweden.

### **2.8.2 Conclusions**

The impact assessed in the identified and described studies is mostly linked to land use, landscape, environment or agriculture. The Common Agricultural Policy is the single most evaluated policy in the identified Swedish publications.

## 3 Discussion results

### 3.1 Use of findings literature

The collected data and references in this report form the basis for further research within Work Package 1 (Decision making at the local level: understanding land transformation processes) and this Work package 2. The initial purpose of this WP 2.2 was to get an overview of studies which are readily available on land use change and policy. The expectation was indeed that such studies had been done, in other EU projects or specific studies on governance, and such studies could be used for our purpose since classified vegetation maps would be readily available for further analysis. Quite surprisingly, these studies were not found, i.e. no studies which deal with both aspects in conjunction: policy and (resulting) land use change.

Another purpose of this study was to develop a reference base on land use and policy, for further use in the VOLANTE project. This use is found in the papers, which have been written in WP1 on land use change (five papers in total, for a special issue of Land Use Policy).

However, this database is also very instrumental for deliverable 2.2, which seeks to explain and compare the governance of the Habitats Directive and the AES of the CAP in different European countries. The database provides an overview per country of relevant published papers. Finally, the results are essential in explaining land use changes in the case study areas of deliverable 2.3.

### 3.2 Gaps in information

This study has analysed a huge resource of literature of different kinds; official reports, scientific papers, theses, or 'grey literature' which was located at different institutions and agencies. As such a wealth of information has been unveiled. However, based on this overview of literature it is also clear that there are still important gaps in scientific knowledge on land use and landscape change:

- Very few papers deal with the impact of policy on landscape and land use change. Few papers or publications are found on the impact of policies, with empirical data to describe these policies. Most papers are of a general nature, describing the general impacts, or they quantify at a national level what was realised, i.e. in sense of statistics of farmers supported or funds spend.
- Some papers deal with aspects of governance and transposition, but rarely do they arrive at the complexities of the matter, and how different policies interrelate, or may be contraproductive in some cases, as was addressed in the studies for Greece, Cyprus, Malta and Italy.
- There is very little specific ex-post evidence of policy impact on land use/landscapes

- No specific policy seems to have set specific targets for landscape quality; only the European Landscape convention ELC has a serious approach in this respect. In particular Denmark and Italy have made attempts to address landscape quality.
- There is a knowledge gap concerning the level of implementation of the EU policies and directives and their impacts on land use and landscape structure in Romania, Malta and Cyprus, especially considering that accession to the EU is relatively recent and that the transposition, implementation and enforcement of EU acquis require a considerable amount of time.

## 4 Conclusions

The results of the different country studies are rather diverse. The countries are in different stages in policy development, the governance systems differ, and political culture is quite diverse. This makes it hard to draw general conclusions. However, outstanding from these studies is:

- The publications which describe a link between land change dynamics and policy are very few. The quality of the identified studies is also limited due to the lack of in-depth spatial inventories of the policies impacts. However a small number of studies include detailed spatial inventories and are of good quality. These are mostly scientific articles.
- The overview of policies indicates that there is a knowledge gap concerning the impact of several policies. Some policies have been studied better; this is the case of the Common Agriculture Policy and Natura2000 legislation. Other policies are relatively few times studied.
- Countries are in different stages of transposition of European policy and policy implementation. In particular in southern Europe progress is relatively limited, and policies tend to be overlapping, or sometimes contradictory.
- Considering the investment made in e.g. the CAP, it is rather surprising that so little result-oriented research takes place; the larger evaluation programs rather focus on 'output' measurement and evaluation than on real impact at a local or regional level.
- The link between policy and impact on landscape is not very good documented. Especially in Southern Europe spatial planning seems to be organised sectoral, lacking integration. Many studies are focused on landscape or policy analysis. There are made cross-references, but in a general way, the socio-economic and political issues are indicated as drivers for land-use / land-cover change, but a specific policy is not studied in a detailed spatial analysis of impacts.
- In Romania, Malta and Cyprus the accession to the EU is fairly recent and the transposition of EU-law, the implementation of policies and enforcement of EU acquis are still in the initial stages, and therefore not well documented.

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## Annex 1: Potentially relevant policies

topic	Name	Name	period	VOLANTE Relevance	
Strategies and Action Plans	General	Lisbon Treaty	<a href="http://europa.eu/lisbon_treaty/index_en.htm">http://europa.eu/lisbon_treaty/index_en.htm</a>	2009	-
		EU2020 strategy	<a href="http://ec.europa.eu/europe2020/index_en.htm">http://ec.europa.eu/europe2020/index_en.htm</a>	2010-	-
		EU SDS 2001 (Göteborg Strategy)	<a href="http://ec.europa.eu/sustainable/sds2001/index_en.htm">http://ec.europa.eu/sustainable/sds2001/index_en.htm</a>	2001	-
	Sustainable Development	Renewed EU Sustainable Development Strategy COM (2005) 37	<a href="http://ec.europa.eu/environment/eussd/">http://ec.europa.eu/environment/eussd/</a>	2006-2010	-
		Thematic strategy on the sustainable use of natural resources COM 670 (2005)	<a href="http://ec.europa.eu/environment/natres/">http://ec.europa.eu/environment/natres/</a>	2005-	-
		Sixth Environment Action Programme of the European Community 2002-2012	<a href="http://ec.europa.eu/environment/newprg/index.htm">http://ec.europa.eu/environment/newprg/index.htm</a>	2002-2012	-
	Environment	Earlier Environmental Action Programmes	<a href="http://ec.europa.eu/environment/archives/actionpr.htm">http://ec.europa.eu/environment/archives/actionpr.htm</a>		-
		Biodiversity Action Plan			
		Pan European Ecological Network PEEN		1995	+
	Territorial development	(National) Ecological Network NEN			
		First action programme for the implementation of the Territorial Agenda of the European Union	<a href="http://www.eu-territorial-agenda.eu/Pages/Default.aspx">http://www.eu-territorial-agenda.eu/Pages/Default.aspx</a>	2007	-
		European Spatial Development Perspective (ESDP)	<a href="http://ec.europa.eu/regional_policy/sources/docoffic/official/reports/som_en.htm">http://ec.europa.eu/regional_policy/sources/docoffic/official/reports/som_en.htm</a>	1999	-
		Territorial Agenda of the European Union (TAEU)	<a href="http://www.eu-territorial-agenda.eu/Reference%20Documents/Territorial-Agenda-of-the-European-Union-Agreed-on-25-May-2007.pdf">http://www.eu-territorial-agenda.eu/Reference%20Documents/Territorial-Agenda-of-the-European-Union-Agreed-on-25-May-2007.pdf</a>	2007	-
		Coastal zone policy COM/00/547 COM/2007/308	<a href="http://ec.europa.eu/environment/iczm/home.htm">http://ec.europa.eu/environment/iczm/home.htm</a>	2000-	-
		Cohesion Policy	<a href="http://ec.europa.eu/regional_policy/index_en.htm">http://ec.europa.eu/regional_policy/index_en.htm</a>	2007-2013	-
		Thematic Strategy on the Urban Environment COM/2005/0718	<a href="http://ec.europa.eu/environment/urban/thematic_strategy.htm">http://ec.europa.eu/environment/urban/thematic_strategy.htm</a>	2006-	-
	Energy	Energy policy for a competitive Europe	<a href="http://ec.europa.eu/energy/strategies/2010/2020_en.htm">http://ec.europa.eu/energy/strategies/2010/2020_en.htm</a>	2010-2020	++

Directives	Climate	White Paper Climate Adaptation Strategy	<a href="http://ec.europa.eu/clima/policies/brief/eu/index_en.htm">http://ec.europa.eu/clima/policies/brief/eu/index_en.htm</a>	2009	-	
		Transport	Green Paper: Towards a new culture for urban mobility		2007	-
			Transport Policy COM(2009) 279	<a href="http://ec.europa.eu/transport/strategies/2009_future_of_transport_en.htm">http://ec.europa.eu/transport/strategies/2009_future_of_transport_en.htm</a>	2009	-
	Envir	Water Framework Directive 2000/60	<a href="http://ec.europa.eu/environment/water/water-framework/index_en.htm">http://ec.europa.eu/environment/water/water-framework/index_en.htm</a>			
		EU Floods Directive 2007/60/EC	<a href="http://ec.europa.eu/environment/nature/legislation/birdsdirective/index_en.htm">http://ec.europa.eu/environment/nature/legislation/birdsdirective/index_en.htm</a>	2000-	++	
		Birds Directive 1979/409/EEC	<a href="http://ec.europa.eu/environment/nature/legislation/habitatsdirective/index_en.htm">http://ec.europa.eu/environment/nature/legislation/habitatsdirective/index_en.htm</a>	1979-	++	
		EU Landfill Directive 1999/31/EC	<a href="http://ec.europa.eu/environment/water/water-nitrates/index_en.html">http://ec.europa.eu/environment/water/water-nitrates/index_en.html</a>	1999-	-	
		Nitrates Directive 1991/676/EEC	<a href="http://ec.europa.eu/environment/water/water-nitrates/index_en.html">http://ec.europa.eu/environment/water/water-nitrates/index_en.html</a>	1991-	-	
		Common Agricultural Policy (CAP)	Leader I	<a href="http://ec.europa.eu/agriculture/rur/leader1/sum_en.pdf">http://ec.europa.eu/agriculture/rur/leader1/sum_en.pdf</a>		
			Leader II	<a href="http://ec.europa.eu/agriculture/rur/leader2/rural-en/euro/p1-1.htm">http://ec.europa.eu/agriculture/rur/leader2/rural-en/euro/p1-1.htm</a>		
Sapard Regulation 1268/1999	<a href="http://ec.europa.eu/enlargement/how-does-it-work/financial-assistance/sapard_en.htm">http://ec.europa.eu/enlargement/how-does-it-work/financial-assistance/sapard_en.htm</a>		2000-2006	++		
Leader+	<a href="http://ec.europa.eu/agriculture/rur/leaderplus/index_en.htm">http://ec.europa.eu/agriculture/rur/leaderplus/index_en.htm</a>		2000-2006	++		
Rural Development policy Regulation 1698/2005			2007-2013	++		
Various other regulations						
The European Fund for Regional Development (EFRD) Regulation 1080/2006			2000-2006	++		
Regulations	Regional Development	LFA Regulation 1698/2005 (Less Favoured Areas (LFA))	<a href="http://ec.europa.eu/agriculture/rurdev/lfa/index_en.htm">http://ec.europa.eu/agriculture/rurdev/lfa/index_en.htm</a>		++	
		-	-			
		McSharry Reform 1992		1992-	++	
		Cohesion Fund Regulation 1664/94	<a href="http://ec.europa.eu/regional_policy/funds/procf/cf_en.htm">http://ec.europa.eu/regional_policy/funds/procf/cf_en.htm</a>	1994-	?	