

The landscape in the 2014-2020 Rural Development Program for Apulia Region

RINALDO GRITTANI*

Abstract

This paper, after examining the concept of landscape, looks at the importance that Apulia's 2014-2020 Rural Development Program (RDP) assigns to the landscape itself and to its protection. It analyses the process leading to the final version of this document and to the measures it contains concerning landscape conservation. Notwithstanding the central role of the landscape in the scientific production and in the official documents, the paper shows that those in charge of formulating the Program did not give enough importance to this issue: in fact, it was considered as a marginal aspect in Apulia's RDP and was dealt with in an extremely superficial way.

Keywords

Landscape, Rural development, Apulia's 2014-2020, Rural Development Programme (RDP), European Landscape Convention

1. Introduction

This paper looks at the importance that Apulia's 2014-2020 *Rural Development Programme* (RDP) assigns to the landscape and to its protection. It also analyses the RDP in an attempt to understand whether it shares the strategic objectives of Apulia's *Regional Territorial and Landscape Plan* (RTLTP), and whether it may help with implementation of the landscape planning strategies.

Firstly, however, it is useful to examine the concept of landscape by looking at its origin and development. In Germanic languages, the term used to indicate landscape has a different etymology from the term used in Romance languages. The latter use terms derived from the root word *pagus* meaning 'village' (*paesaggio* in Italian, *paysage* in French), whereas the German, English and Dutch words for landscape derive from land (*Landschaft*, *landscape* and *landschap*) (D'Angelo, 2009). This etymological difference indicates a real difference in meaning. The term appears from the 13th century onward in Germanic languages (Antrop, 2013), with the meaning of an area, region or a part of a region, whereas in France the word *pays* indicated the territory itself. Only later on, with the development of landscape painting, did its meaning expand to include the visual representation of an area. In particular, the neologism *paysage* appeared around 1550 in France to indicate a landscape painting.

* Università degli Studi 'Aldo Moro', Bari, Italy.

On the basis of these brief references, it is easy to understand the variety of meanings of the concept, depending on the aspects highlighted or on the specific way it is seen (Antrop, 2013). The concept of landscape is the result of interaction between the territory, as a physical and objective entity, and an individual's perception. This perception is not only an individual aspect, a strictly personal vision dependent upon the experiences, memories and consciousness of each individual, but also depends on social and cultural intermediaries, *i.e.* the particular way people understand and interpret the physical situation around them, which is typical of a certain age and culture. The idea of landscape is therefore historical and develops over time, although it must also be stressed that 'the landscape is not an immediate fact, but is the result of a process of elaboration ... nature perceived through a culture' (D'Angelo, 2009, p. 8), so that it may include a thought process: a theory which distances it from the physical reality of the territory.

The landscape has been studied by a range of disciplines that have tackled the question by using both 'objective' scientific methods and 'subjective' humanistic approaches, given that the concept seems to fall in the area where several disciplines intersect, and also seems to link natural sciences with social sciences. These are the reasons why the development of research focused on the landscape has thus far been both articulated and complex¹, given that the concept involves not only the physical aspects of a location but also its perceptual, cultural, social and aesthetic aspects.

One fundamentally important event for landscape research is the 2000 *European Landscape Convention* (ELC) that was signed in Florence. The document is important at both the theoretical and practical levels, because it modifies the operational approaches of landscape policy and has a binding effect on signatory States. According to the Convention, the term *landscape* means 'an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors' (Article 1). Landscape is therefore a cultural concept, concerning the identity of a place and the specific features of its identity. The Convention signatories are committed 'to recognise landscapes in law as an essential component of people's surroundings, an expression of the diversity of their shared cultural and natural heritage, and a foundation of their identity' (Article 5a).

Acceptance of this definition extends the concept of landscape to all territories, not only exceptional landscapes, but also ordinary landscapes and those degraded by everyday activity. The Convention 'emphasises policies, *i.e.* actions, actors and resources required to preserve, maintain or requalify the existing landscapes. It no longer relies only on regulations, but also refers to forms of active management which must involve, motivate and give responsibility to the many actors concerned in different ways with constructing the landscape' (Clementi, 2005, p. 133). Essentially, it is a case of creating 'widespread landscape awareness' that makes it possible for authorities and people to act with awareness of the fact that the landscape is a resource. The ELC asks the signatory States to underline landscape policies and 'to integrate the landscape into its regional and town planning policies and in its cultural, environmental, agricultural, social and economic policies, as well as in any other policies with possible direct or indirect impacts on the landscape' (Article 5d). This presumes trust and collaboration between the different authorities for the development of new and improved planning.

Italy's *Cultural Heritage and Landscape Code* (Decreto legislativo no. 42, 22.01.2004) adopts the ELC approach, reforms landscape planning and contains innovations in

¹ Marc Antrop proposes an interesting framework entitled *Development of Landscape Research* (Antrop, 2013, p. 13).

landscape policy. It can actually be said that this *Codice Urbani* retains a two-sided approach: alongside the traditional approach involving conservation of single elements, it also includes the broader approach inspired by the ELC. In connection with the problems that have a negative impact on the Italian landscape and its management (Settis, 2010, pp. 222-231), it is probably necessary to mention here the concept of the environment that developed within an ecological framework only in the 20th century²; in many cases this tends to combine with and absorb the concept of landscape, although ‘the landscape and the environment have different origins and histories, which should ensure that they remain independent of each other’ (Roger, 2009, p. 99). The concept of landscape should be extended beyond its scientific and quantitative sides ‘to include the essentially “qualitative” aspects it contains (Settis, 2010, pp. 224). It is therefore important to pay particular attention to the meaning used to interpret these concepts. ‘Landscape, territory, environment: these are not synonymous terms, yet they cover the same identical location from different angles and according to different historical, lexical and legal categories, and (as we must not forget) this is where each one of us leads his daily life’ (Settis, 2009, p. 49).

It can be underlined that the concept of landscape put forward 20 years ago by the ELC marks a definite step towards the shared recognition of some of its aspects, resolves a number of conflicts and clarifies the meaning of the term. On the other hand, it profoundly modifies the very way in which the term is understood, and presumes a sharp change of direction from the previous approaches, an innovation that Franco Farinelli defines a ‘somersault’ (Farinelli, 2015, p. 18). Another consideration is that the application of the Convention requires the development of methods and tools that do not yet exist, and which refer to different professional figures and skills (Zanon, 2015, p. 7).

This paper has four sections: the first section examines the EU and Italian reference frameworks for rural development planning, within which the new RDPs have been developed; the second section presents Apulia’s RTLTP and focuses in particular on its aspects concerning rural landscapes; the third section analyses Apulia’s 2014-2020 RDP and draws specific attention to the measures for landscape conservation and the process leading to the its final version; the fourth and final section presents some conclusions.

2. The RDPs within the framework of EU planning

The Europa 2020 strategy is specified in the 2010 document in which the European Commission (EC) sets out the long-term objectives for Europe to achieve by 2020, a strategy for ‘smart, sustainable and inclusive growth’ capable of overcoming the economic crisis and providing a sustainable future with ‘more jobs and better lives’ (European Commission, 2010). The five targets identified in the document (employment, research and innovation, climate change and energy, education, and fighting poverty) are the main reference points on which European planning for 2014-2020 has been based.

Figure 1 shows the reference framework for rural development planning, the stages and the connections between the different European, Italian and regional levels. The *Partnership Agreement* is the document in which each member state defines its strategy and priorities, and the ways it will use the five European structural and investment funds

² Settis reminds us that this concept is not included in the 1948 Constitution, but developed in Italy with the spread of the environmentalist movement, especially during the Franceschini Commission set up in accordance with law no. 310/1964.

(ESIFs), which include the *European Agricultural Fund for Rural Development* (EAFRD). 2014-2020 rural development policy is therefore contained within an articulated and complex framework.

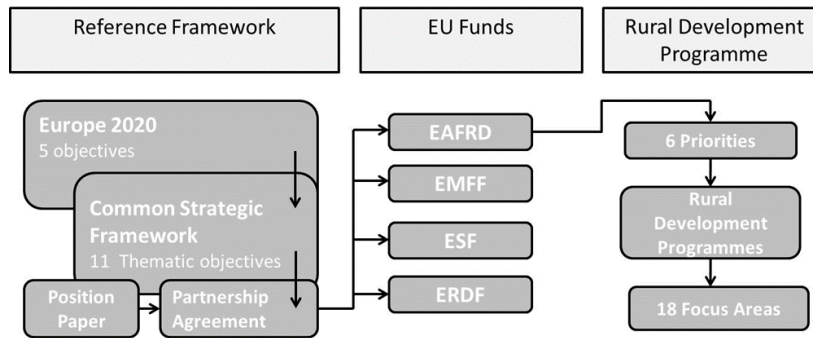


Fig. 1. The European reference framework: from Europa 2020 strategy to Rural Development Programmes.

Reg. (EU) 1305/2013 concerning support for rural development identifies 6 priorities, 18 *Focus Areas* (FAs) and a set of measures to provide a basis for each regional RDP, so that regions can select the most suitable measures for their specific territorial and socio-economic context (table 1).

Tab. 1. Priorities and Focus Areas in Reg. (EU) 1305/2013 concerning support for rural development.

MACRO THEME	PRIORITIES	FOCUS AREA
KNOWLEDGE AND INNOVATION	P1 – FOSTERING KNOWLEDGE TRANSFER AND INNOVATION IN AGRICULTURE, FORESTRY AND RURAL AREAS	1.a – fostering innovation, cooperation, and the development of the knowledge base in rural areas: 1.b – strengthening the links between agriculture, food production and forestry and research and innovation: 1.c – fostering lifelong learning and vocational training in the agricultural and forestry sectors.
		2.a – improving the economic performance of all farms and facilitating farm restructuring and modernisation: 2.b – facilitating the entry of adequately skilled farmers into the agricultural sector and, in particular, generational renewal.
COMPETITIVENESS	P2 – ENHANCING FARM VIABILITY AND COMPETITIVENESS OF ALL TYPES OF AGRICULTURE IN ALL REGIONS	3.a – improving competitiveness of primary producers by better integrating them into the agri-food chain through quality schemes, adding value to agricultural products, promotion in local markets and short supply circuits, producer groups and organisations and inter-branch organisations: 3.b – supporting farm risk prevention and management.
	P3 – PROMOTING FOOD CHAIN ORGANISATION, INCLUDING PROCESSING AND MARKETING OF AGRICULTURAL PRODUCTS, ANIMAL WELFARE AND RISK MANAGEMENT IN AGRICULTURE	4.a – restoring, preserving and enhancing biodiversity, including in Natura 2000 areas, and in areas facing natural or other specific constraints, and high nature value farming, as well as the state of European landscapes: 4.b – improving water management, including fertiliser and pesticide management: 4.c – preventing soil erosion and improving soil management.
ENVIRONMENT AND CLIMATE	P4 – RESTORING, PRESERVING AND ENHANCING ECOSYSTEMS RELATED TO AGRICULTURE AND FORESTRY	5.a – increasing efficiency in water use by agriculture: 5.b – increasing efficiency in energy use in agriculture and food processing: 5.c – facilitating the supply and use of renewable sources of energy, of by-products, wastes and residues and of other non food raw material, for the purposes of the bio-economy: 5.d – reducing green house gas and ammonia emissions from agriculture: 5.e – fostering carbon conservation and sequestration in agriculture and forestry.
	P5 – PROMOTING RESOURCES EFFICIENCY AND SUPPORTING THE SHIFT TOWARDS A LOW CARBON AND CLIMATE RESILIENT ECONOMY IN AGRICULTURE, FOOD AND FORESTRY SECTORS	

Each priority consists of FAs, which orientate the policies to be implemented and are based on the targets and actions of the *Common Strategic Framework*; this ensures coherence between the different structural funds. The new EU approach to planning tends to increase the synergy between the rural development policy and the other investment funds, and to strengthen the strategic approach to the development of RDPs.

The Italian RDPs are therefore a regional planning tool used together with the other ESIFs in order to achieve the priorities of the Europa 2020 strategy, within the framework of the *Partnership Agreement* between Italy and the European Union. The planning process begins with the identification of the useful interventions, which determine targets and strategies, and of intervention measures. These must respond to regional requirements and also provide the tools with which to achieve the Priorities and satisfy the FAs identified at the European level.

Among the FAs listed in Reg. (EU) 1305/2013, the only one concerning most directly the landscape and its preservation is FA 4a: 'To preserve and restore biodiversity including the Natura 2000 sites, agriculture with a high nature value, and the European landscape features'. Other FAs related to environmental and landscape aspects are FA 4b 'Management of water resources', and FA 4c 'Prevention of soil erosion and better soil management'. Indirect influence on the landscape is also exercised by some FAs associated with Priorities 5 and 6 (Salvati, 2018, p. 5). At the European level, therefore, and in the interpretations used in different RDPs, prevails a restricted view of the concept of landscape, at least in comparison with the cross-cutting and wide-ranging vision of the ELC: the landscape is considered as a component of the environment, assimilated in a way with the concept of nature, an approach that leads to the evaluation of its quality by focusing above all on its physical and ecological features, such as the characteristics of its flora and fauna or natural habitats (Agnoletti, 2011).

3. Apulia's Regional Territorial and Landscape Plan

Apulia's *Regional Territorial and Landscape Plan* (RTLTP) was approved in February 2015, and is the first in Italy to be completely aligned with the *Codice Urbani*. The beginning of the RTLTP report gives an idea of the process: 'A plan is above all a cultural event, since the changes it can bring about are not measured only by means of its technical and regulatory cogency (...), but also by its capacity to transform the cultures of those whose daily activity creates the territory and the landscape' (Apulia Region, 2015). The process undertaken has shared the data, objectives, visions and strategies of the Plan with the social and economic actors/stakeholders, in order to create a wide consensus on the regulations of territorial transformation in order to improve the quality of its ecology and landscape.

Apulia's RTLTP contains three components: the *Atlas of Environmental, Landscape and Territorial Heritage*, the *Strategic Scenario* and the *Technical Regulations*.

The first part of the RTLTP identifies 11 distinct landscape areas in Apulia, and is the framework for describing the identity of the regional territories and the regulations behind its construction and transformation over time.

The *Strategic Scenario* is the planning stage, and translates the heritage values of Apulia's landscape into transformation objectives. This scenario is defined for each of the landscape areas by identifying structural invariants, objectives in terms of quality, projects and actions that the plan proposes to activate. The *Strategic Scenario* also

includes five *Territorial Projects* at the regional level (the regional ecology network, the sustainable transport infrastructure system, the city-countryside pact, requalification of coastal landscapes, the system for the use of cultural assets), which are considered important because they are interconnected with other regional policies, the integrated experimental landscape projects and several guidelines.

The third part of the plan consists of the *Technical Regulations*: a list of directives and regulations governing the use of the environmental, residential and historical-cultural resources constituting the region's landscape.

The RTLP essentially aims to launch a cultural process to create a closer connection between people and their own areas, to generate an 'awareness of place', which directs and increases the sustainability of the behaviour of landscape producers in the various sectors. The RTLP also pays particular attention to rural landscapes, and this aspect emerges both at the fact-finding stage and the planning stage, especially in the already mentioned *City-countryside Pact*. This is a project which attempts to identify the possible interrelations between the two contexts and pays particular attention to the periurban areas, which are often neither cultivated nor tended, and where the landscape is undefined because it has lost its agricultural identity without acquiring urban characteristics (Mininni, 2006). Besides identifying the areas on the edges of the cities (*campagna del ristretto*), it also identifies open areas ('multifunctional agricultural parks', 'CO₂ parks', etc.) that should be the object of close integration between town planning policy and agricultural policies. The *City-countryside Pact* delineates a strategy for the coming years. In order to facilitate its implementation within the RTLP framework, there are the guidelines for the requalification of city outskirts and periurban agricultural areas offering directives and suggestions. In addition, there have also been pilot projects: Integrated experimental landscape projects. For example, in the *Area dei Paduli* of the Salento (the Southern part of Apulia), endogenous local development processes were initially supported with an experimental RTLP project, and this allowed the creation of the *Multifunctional Agricultural Park dei Paduli*. This was followed in July 2011 by the approval of the *Integrated Territorial Regeneration Programme³ Terre dei Paduli tra Ulivi Pietre e Icone*, which essentially takes up the scenarios defined by the *City-countryside Pact*, focusing on the enhancement of agricultural multifunctionality via innovative and sustainable practices. This is a good example of the processes required by Apulia's new RTLP in order to achieve its general objectives and in constructing and enhancing Apulia's landscapes.

In order to implement its strategic vision, the RTLP must therefore refer to European planning and the ESIFs. For this reason, Apulia Region has produced studies and documents which attempt to fit it into the framework of European policy/planning and to highlight 'which objectives of the RTLP can be implemented immediately via 2014-20 planning' (Apulia Region, 2014, p. 2). These documents also highlight a great affinity between the RTLP and RDP, since the various general objectives of the RTLP are similar to the 'Thematic Objectives' defined in the *Partnership Agreement* which should also inspire the EAFRD.

³ The *Integrated Territorial Regeneration Programme* falls within the framework of the *Executive Urban Plans*, but is an 'integrated programme' aimed at urban requalification (urban restoration programmes, urban requalification programmes, integrated urban regeneration projects, etc.). It is inspired by Regional law no. 21/2008, which regulates *Integrated Urban Regeneration Projects* (IURP).

4. Apulia's 2014-2020 RDP and the landscape

Apulia's 2014-2020 RDP was approved on 24 November 2015. Beforehand, a provisional version was available for consultation: the 27 October 2014 proposal, signed by the economic and social partnership and submitted to the EC for evaluation⁴.

In order to study more closely the relationship of the RDP with the concept and the practice of landscape, it has been compared both with the provisional version of October 2014 and with other Italian's RDPs. In addition to the analysis of the plan, 4 semi-structured interviews with 'key informants' has made it possible to obtain further information on the subject.

The first aspect to emerge sharply from the analysis is the low importance given to the issue of landscape by those in charge of formulating the Programme. According to RDP policy makers in Apulia, European regulations assign a completely marginal role to the landscape: 'The RDP applies European Regulations, and at the European level the environment is the object of attention, and not the landscape. The landscape is (...) a difficult issue to manage. The landscape may eventually be included indirectly as a consequence of other interventions, but it is not among the objectives of rural development' (P., policy advisor for Apulia's RDP). This clear statement explains the lack of importance given to the landscape in Apulia's RDP, but is quite surprising given that Apulia Region has focused decisively on the governance, protection and enhancement of the regional landscape.

This position is evinced also from analysis of RDP report, which define requirements and operational strategies. Apulia's Programme considers the landscape only briefly, and not specifically. Only one landscape need is identified, the no. 20, *Identification and protection of historic rural landscapes and their distinctive features*, in order to create a durable and sustainable social and economic future. However, it is unclear why this need is connected to this type of landscape, given that Apulia had no landscapes that were recognised as 'historic rural landscapes'⁵.

In this regard, one of the key informants interviewed declares: 'The expression historic rural landscapes is a rhetorical figure, and it may have crept in almost by accident. The RDP is the result of two years' work involving a complicated process, and contains many contradictions and errors, so that there will also be inconsistencies between what is stated and what has actually been achieved' (P., policy advisor for Apulia's RDP). Another interviewee, on the contrary, justifies the choice differently: 'The reference to historic landscapes is to be included in the process launched by the Ministry of Agriculture (MiPAAF) regarding the recognition of historic rural landscapes. This means identifying specific areas, characterized by particular traditional production processes, in order to distinguish them from other territories. The hope is that once some areas have been catalogued as historic rural landscapes, they will then have priority when applying for rural development funding, and that these areas can be the object of specific policies' (L., Apulia Region manager).

⁴ *Observations on the Rural Development Program of Apulia Region (Italy)* is a 72-page document with 640 points, in which the EC gives a very critical evaluation of Apulia's RDP, contesting its internal coherence and its coherence with Italy's Partnership Agreement (PA) (European Commission, 2014).

⁵ In September 2017 the Ministry of Agricultural, Food and Forestry Policy (MiPAAF) accepted the candidacy dossier for the *National Register of Historic Landscapes of the Agricultural Landscape of the Piana Oliveti Monumentali of Apulia*, advanced by the *Regional Natural Park of Coastal Dunes from Fasano to Torre San Leonardo*, which becomes the first historical rural landscape of Apulia.

Table 2 summarizes the results of the Apulia's RDP analysis. Column 2 specifies the activated measures and sub-measures. Columns 3 to 5 show the point of view of the RDP's drafters on measures connected to the landscape, to the FA 4a and to the 'Environment's Trasversal Objective (TO)'. Column 6 shows the measures and sub-measures connected with landscape. Column 7 identifies the measures that could have affected landscape if they had been activated and/or had been activated in a different way.

Tab. 2. 2014-2020 RDPs of Apulia. Measures and sub-measures regarding the Landscape (D = directly, I = indirectly).

Reg. (EU) no. 1305 / 2013 Measures	Puglia's RDP Measures/ Sub-measures implemented	Connection with landscape identified by those in charge to formulate the Puglia's RDP			Measures / Sub-measures regarding landscape	Measures / Sub-measures not activated	
		Contribution to the landscape (need 20)	Contribution to Focus Area (FA) 4.A	Contribution to cross-cutting obj. Environ.			
(1)	(2)	(3)	(4)	(5)	(6)	(7)	
<i>Article 14 Knowledge transfer and information actions</i>	M01	no	no	yes	Yes-I		
<i>Article 15 Advisory services, farm management and farm relief services</i>	M02	no	no	yes	Yes-I		
<i>Article 16 Quality schemes for agricultural products, and foodstuffs</i>	M03	no	no	yes	No		
<i>Article 17 Investments in physical assets</i>	M04 S4.1 4.2	no	no	yes	No		
	M04 S4.3	no	no	yes	Yes-D		
	M04 S4.4	yes	yes-D	yes	Yes-D		
<i>Article 18 Restoring agricultural production potential damaged by natural disasters and catastrophic events</i>	M05	no	no	yes	Yes-D		
<i>Article 19 Farm and business development</i>	M06 S6.4	no	no	yes	Yes-I		
<i>Article 20 Basic services and village renewal in rural areas</i>	M07	no	no	no	no	X	
<i>Article 21 Investments in forest area development</i>	<i>Article 22 Afforestation and creation of woodland</i>	M08 S8.1	no	yes-I	yes	Yes-D	
	<i>Article 23 Establishment of agroforestry systems</i>	M08 S8.2	no	yes-I	yes	Yes-D	
	<i>Article 24 Prevention and restoration of damage to forests from forest fires and natural disasters and catastrophic events</i>	M08 S8.3	no	no	yes	Yes-I	
		M08 8.4	no	no	yes	Yes-D	
	<i>Article 25 Investments improving the resilience and environmental value of forest ecosystems</i>	M08 S8.5	no	yes-D	yes	Yes-I	
	<i>Article 26 Investments in forestry technologies and in processing, in mobilising and in the marketing of forest products</i>	M08 S 8.6	no	no	no	No	
<i>Article 27 Setting -up of producer groups and organisations</i>	M09	no	no	no	No		
<i>Article 28 Agri-environment-climate</i>	M10	no	yes-D	yes	Yes-D	X	
<i>Article 29 Organic farming</i>	M11	no	yes-I	yes	Yes-I		
<i>Article. 30 Natura 2000 and Water Framework Directive payments</i>	-		-			X	
<i>Article 31 Payments to areas facing natural or other specific constraints</i>	-					X	
<i>Articles 32, 33, 34.</i>	-						
<i>Article 35 Co-operation</i>	M16 S16.5	no	yes-I	yes	Yes-I		
	M16 S16.8	no	no	yes	Yes-I		
	M16 S-other	no	no	yes	No		
<i>Articles 36 37, 38, 39.</i>	-						
<i>Article 44 Support for community-led local development LEADER [art. 35, reg. (EU) n. 1303/2013]</i>	M19	no	yes-I	yes	No		

The authors of the RDP identify just one single sub-measure that meets requirement no. 20 and the FA 4a strategic objective connected with the protection of the landscape⁶ (column 3): sub-measure 4.4 provides ‘support for non-productive investments connected with expansion of the agro-climatic-environmental objectives of M04 – Investments in physical assets’. This sub-measure consists of two operations:

- a) Support with the costs involved in restoration of rural dry-stone structures, such as walls, livestock pens etc., through ‘Protection and conservative restoration of dry-stone structures to ensure maintenance and conservation of biodiversity’;
- b) The building of enclosures only in Natura 2000 network areas and sites with a high natural value, where there is the risk of conflict between extensive livestock farming and predators (especially wolves), in addition with the funding for the restoration of natural and semi-natural habitats (hedges, buffer zones, small wetland areas, etc.) and dry-stone structures (cisterns and tanks).

There are, of course, other measures and sub-measures connected with FA 4a. However, according to the RDP, these actually concern biodiversity and other environmental issues, and are not related to landscape and to need no. 20.

In a sense, it could be claimed that the RDP of Apulia chooses to separate the issue of the landscape from the other environmental issues, reducing it to a small and marginal question within the RDP.

Setting aside the point of view of the Apulia’s RDP drafters, column 6 shows the direct (D) and indirect (I) connections with the landscape. Directly connected with the landscape are also the sub-measure 4.3.A – ‘Investments in irrigation infrastructures’ and M05 – ‘Restoration of agricultural productivity damaged by natural disasters and introduction of suitable preventive measures’, aimed at tackling the complex and controversial phytosanitary emergency caused by plant pathogen *Xylella fastidiosa*.

Directly connected with the landscape are also some sub-measures of M08 – ‘Investments in developing forests and their profitability’ and of M10 – ‘Agro-climatic-environmental payments’. In fact, operations 10.1.4 ‘Protection of plant biodiversity’ and 10.1.6 ‘Converting agricultural land from arable crops to grassland, meadow and pasture’ have evident effects on the landscape. The operation 10.1.6 concerns the Apulian agro-zootechnical landscape which in recent decades has been affected by significant transformations. These transformations are linked to the loss of competitiveness of traditional animal husbandry, which has led in the most suitable areas to the intensification of production and in the other areas to the abandonment of the activities themselves. These changes have important landscape effects, both positive and negative, (Pulina *et al.* 2018, p. 69) and were also encouraged by measures of the RDPs, whose impacts are unfortunately evaluated only at the level of the farms and not at a territorial scale.

The connections between agro-pastoral activity and the landscape are not sufficiently considered. ‘To recreate the functional link between animal husbandry and landscape,

⁶ In Apulia’s RDP, Focus Area 4a contains 4 strategic objectives: 1) agricultural and forest biodiversity; 2) the creation of networks to enhance knowledge in terms of enhancing agricultural and forest biodiversity; 3) expansion of land under grassland, meadow and pasture in place of arable crops; 4) protection of the rural landscape: ‘protection and improvement of the rural landscape, preserving its natural/semi-natural and man-made features’ (Apulia Region, 2015, p. 138).

and ensure sustainability, the research for a zootechnical landscape will have to combine a territorial approach to the study of the interactions between livestock, cultural landscape and biodiversity with the identification of new technical and economic solutions' (Ramanzin *et al.*, 2009, quoted in Pulina *et al.* 2018, p. 69 - 70). These considerations remind us that the provisional version of Apulia's RDP (the October 2014 version) envisaged several significant measures and sub-measures for the protection and enhancement of the rural and agro-pastoral landscape, which disappeared from the final Programme.

Substantial changes were made to M04 sub-measure 4.4, which no longer included point 4.4.C 'Incentives for the restoration and enhancement of drovers' roads in Apulia', or 4.4.B, aimed at providing support for the maintenance of monumental olive trees (based on regional law. no. 14/2007 'Protection and enhancement of Apulia's monumental olive tree landscape'). They were interesting operations that affected important elements of the Apulian landscape and that put the RDP in synergy with the regional landscape policies and with the strategies of the Apulia's RTLP. It is a pity that they have not been confirmed in the final version of the RDP. Operation 4.4.C 'Incentives for the restoration and enhancement of drovers' roads in Apulia' would have been very important for some Apulian agro-pastoral areas whose landscapes are little known and poorly valued. In fact, it should be considered that the 'Framework for the Drover's Roads in Apulia' (Apulia Region, 2018), recently approved, pursues the aim of safeguarding the environmental and landscape context.

The operation 4.4.C, on the one hand, would have strengthened the regional strategy of landscape protection and enhancement of drover's roads, on the other hand, it would have offered opportunities to zootechnical farms that maintain areas of the regional landscape and which preserve their traditions and identity values.

Finally, it must be said that column 6 of table 2 shows some measures and sub-measures that Apulia did not activate, which could have had strong connections with the landscape. This is the case, for example, of the M07 – 'Basic services and villages renewal in rural areas'. Apulia's RDP has not activated any sub-measure with landscape effects, unlike the RDPs of most other Italian regions (Luricella, 2016, p.19).

Table 3 provides some information on the implementation of the Apulia's RDP measures and sub-measures directly related to the landscape. Unfortunately, there are significant delays both in the resources granted and especially in the resources spent. In recent months, efforts have been made to recover the lost ground.

Tab. 3. 2014-2020 RDP of Apulia. Implementation of the main measures and sub-measures directly connected with the landscape.

Measures and sub-measures	Total funding	Projects funded	Resources granted	% value	Resources spent	% value
M4 S4.4.3A 'Investments in irrigation infrastructures'	44.197.003	88	34.000.000	76,9	30.096.702	68,1
M4 S4.4.A 'Protection and conservative restoration of dry-stone structures'	60.000.000	1.219	43.618.110	72,7	10.859.342	18,1
M4 S.4.4.B 'Funding for the restoration of natural and semi-natural habitats'	10.000.000	0	0		0	
M5 S 5.1 'Investments to reduce the consequences of natural disasters and catastrophic events'	4.000.000	87	3.212.200	80,3	202.364	5,1

M5 S.5.5.2 ‘Restoring agricultural potential production damaged by of natural disasters and catastrophic events’	42.000.000	699	3.104.034	71,7	3.730.522	8,9
M8 S.8.1 ‘Afforestation and creation of wood land’	20.000.000	232	12.472.085	62,4	3.218.328	16,1
M8 S.8.2 ‘Establishment of agro-forestry systems’	5.000.000	39	1.563.357	31,3	593.288	11,9
M8 S.8.4 ‘Restoration of damage to forest from forest fires and natural disasters’	20.500.000	17	2.743.301	13,4	625.011	3,1
M10 S10.1 ‘Agri-environmental-climate (Converting agricultural land, vegetal biodiversity, etc.)’	172.000.000	5.427	172.000.000	100	81.495.117	47,4

Source: www.psr.regione.Apulia.it - Visited 10th April 2020. Updated 31th March 2020.

5. Conclusions

The landscape is an articulated and complex concept with many meanings, depending on the aspects highlighted and the way in which it is approached; at times the landscape is assimilated with the terms *environment* and *territory*. In relation to the differences and similarities between these concepts, Scazzosi (2002, pp. 21) claims that

none of the three corresponds to a different object: it is only a case of different concepts, i.e. of different ways of interpreting, planning and governing, with the necessary interrelations, one single great object, that is the places where people live, in order to respond to different requirements and goals. It is like looking through glasses with different coloured lenses, each representing methods of study and different operational goals.

This effective argument used by Scazzosi can also be extremely useful in explaining one of the most important problems emerging from the analysis of Apulia’s RDP. Those in charge of formulating the Programme have probably used an approach out of date. They certainly did not use the same vision adopted by the authors of the Apulia’s RTLP, who consider the landscape as a ‘place of life’, and are inspired by the approaches of the ELC and *Codice Urbani*. Those formulating Apulia’s 2014-2020 RDP essentially consider the landscape as a minor and distant issue, since Reg. (EU) 1305/2013 does not assign it a central role. The landscape was a marginal aspect in Apulia’s RDP, and is dealt with in an extremely superficial way.

Therefore Apulia’s RDP has a bureaucratic and sectorial approach. It has adopted a regulatory framework, whereas it lacks totally the cultural framework contained in the ELC and in Apulia’s RTLP. The landscape should have been more prominent, intimately connected to agriculture and regional identity, as, for example, in the case of Tuscany Region. As the member of the Tuscan regional government in charge of agriculture states (Salvadori, 2014),

the agriculture, forestry and agro-food sector is only a small sector of the regional economy (GDP) and employment. But if everything connected with the primary sector in terms of wine and food culture, landscape and history, were eliminated from

the image of Tuscany, we would lose an important part of our identity and what this region represents worldwide. If we defend and develop agriculture in Tuscany, we are defending and developing Tuscany as a whole.

Even in Apulia, typical products and a beautiful landscape must be considered the basis of region's brand, capable to generate 'the driving force of a wider agro-food economic system with important effects on business, the catering sector, handicrafts and tourism' (Tuscany Region, 2015, p. 68).

It is evident that the effective interactions between Apulia's RDP and the landscape are important and complex. It would have been very interesting to have information on the financial implementation of the measures, as well as on their landscape's effects, both positive and negative. Unfortunately, scientific research has dedicated scarce attention to the relationship between agriculture and the landscape (Marangon, Reho, Tempesta, 2005), so that it is not always possible to know the effects of RDP measures on the landscape. What was stated in a scientific article published about 10 years ago (Marangon, Reho, Tempesta, 2005, p. 377) is still very relevant:

In Italy there is still considerable resistance to considering the landscape as an asset giving advantages to those who live in a certain territory or who go there for recreational purposes. The persistence of an outdated vision of the problem means that actions carried out in accordance with agricultural policy are not as efficient as they could be, since they lack the necessary territorial orientation which only a careful and modern planning process can ensure.

In the case of Apulia, however, the RTLP clearly states the strategic lines to be pursued for the region's territorial and landscape development. The persistence of an outdated vision of the landscape should therefore be resolved with initiatives aimed at improving the awareness of scholars and citizens in general.

At present, attention must be directed towards the new European Programming. The Commission has simplified and modernised the Rural Development Policy 2021-2027 (www.ec.europa.eu). The new regulatory framework provides for a rural development policy based on 3 general objectives and 9 specific objectives. One of these is: 'Contribute to the protection of biodiversity, enhance ecosystem services and preserve habitats and landscapes'. In the 2021-2027 Apulia's RDP the landscape should be put in the central role it deserves.

References

Agnoletti M. (2011), "Caratteristiche e stato di conservazione del paesaggio storico", in Agnoletti M., ed., *Paesaggi rurali storici. Per un catalogo nazionale*, Roma-Bari.

Antrop M. (2013), "A Brief History of Landscape Research", in Howard P., Thompson I. Waterton E., eds., *The Routledge Companion to Landscape Studies*, London and New York.

Accordo di Partenariato Italia 2014-2020 (2013), Draft version of December 2013.

Barbanente A. (2014), "Processi e pratiche di pianificazione del paesaggio in Puglia", in *Urbanistica Informazioni*, 255.

Clementi A. (2005), "Paesaggio, territorio, Codice Urbani" in AA.VV., *Regioni e ragioni nel nuovo codice dei beni culturali e del paesaggio - Atti del convegno*. URL: <http://online.ibr.regione.emilia-romagna.it/I/libri/pdf/regioniragioni/Clementi.pdf>

Commissione Europea (2010), *Europa 2020. Una strategia per una crescita intelligente, sostenibile e inclusiva*.

Comune di San Cassiano (2011), *PIRT - Programma Integrato di Rigenerazione Territoriale Terre dei Paduli tra ulivi pietre e icone*.

Consiglio d'Europa (2000), *Convenzione Europea del Paesaggio*. Firenze, 20 October 2000, <http://www.convenzioneeuropealandscape.beniculturali.it/>

D'Angelo P., ed., (2009), *Estetica e paesaggio*, Bologna.

Farinelli F. (2015), "La capriola del paesaggio", in *Sentieri urbani*, n. 17.

Luricella P., (2016), *PSR 2014-2020. Il Paesaggio Rurale e le misure dei PSR 2014-2020, Rete Rurale Nazionale 2014-2020*, Roma.

Marangon F., Reho M., Tempesta T. (2005), "Gli interventi paesaggistico-ambientali nelle politiche regionali di sviluppo rurale", in *Rivista di Economia Agraria*, 2.

Mininni M. V. (2006), "Abitare il territorio e costruire paesaggi", Preface to the Italian edition of Donadieu P., *Campagne urbane. Una nuova proposta di paesaggio delle città*, Roma.

Pulina G., Manni C., Battacone G. (2018), "Il Paesaggio Zootecnico e Pastorale Italiano", in Balestrieri M., Cicalò E., Ganciu A., a cura di, *Paesaggi rurali: prospettive di ricerca*, Milano, pp. 65 -76

Ramanzin M., Battaglini L. M., Morbidini L., Pauselli M., Pulina G., (2009), "Evoluzione dei sistemi zootecnici e trasformazione del paesaggio", in *Italian Journal of Agronomy*, 3, pp. 19-23.

Regione Apulia (2018), *Quadro di Assetto dei Tratturi di Apulia*.

Regione Apulia, (2015), *Piano paesaggistico territoriale regionale*, viewed in July 2015 on: <http://landscape.regione.Apulia.it/>

Regione Apulia (2015), *Programma di sviluppo rurale 2014-2020 della Puglia*.

Regione Apulia (2014), *Analisi delle interazioni potenziali tra programmazione dei fondi comunitari 2014-2020 e PPTR della Regione Puglia*.

Regione Toscana (2015), *Programma di sviluppo rurale 2014-2020 della Toscana*.

Roger A. (2009), *Breve trattato sul paesaggio*, Palermo.

Salvadori G. (2014), “Introduzione”, in Regione Toscana, *Toscana da Coltivare. Le opportunità del Programma di sviluppo rurale 2014-2020*, Speciale n. 4 di Guida lavoro.

Salvati C. (2018), *Le principali misure che impattano sul paesaggio rurale: un'analisi dei bandi regionali 2014-2020, Rete Rurale Nazionale 2014-2020*, Roma.

Scazzosi L., ed., (2002), *Leggere il paesaggio. Confronti internazionali*, Roma.

Settis S. (2010), *Paesaggio costituzione cemento*, Torino.

Zanon B. (2015), “Il paesaggio, il nostro ambiente di vita”, in *Sentieri urbani*, 17.