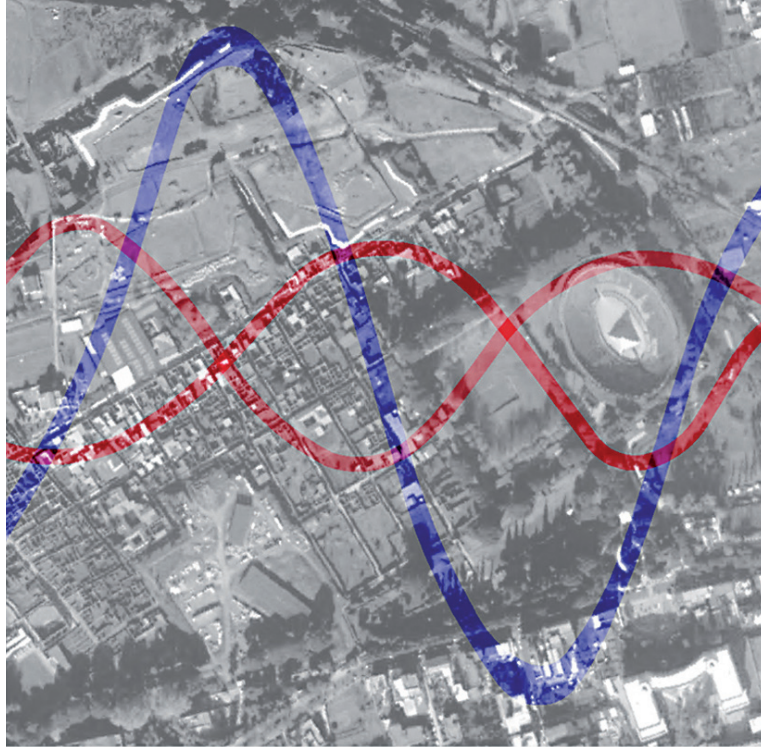


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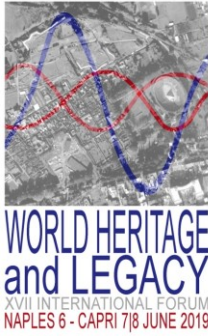
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The Lucania Apennines. A Neo-Anthropocene landscape

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Abstract

The contribution offers a cross-section of the situation of the Italian landscape through the reflection about the principle of "landscape as a human right" and looking at the way in which territorial policies are able to create, or deform, landscapes through targeted and specific actions in agriculture or energy policies fields.

The specific condition of the Park of the "Appennino Lucano Val d'Agri Laonegrese" in Southern Italy (Basilicata) is used to show how a process of territorial planning of the Park can be an opportunity to rethink the creation of landscapes under the light of conditions related to uses agricultural and energy resources of the territory, in a compatible way with the protection of nature.

Keywords: landscape, human rights, agriculture, energy, natural parks

1. Landscape as a new human right

The impact on the planetary processes of the actions carried out by Humanity is more and more relevant in the logic of the "Earth System" [14] and the dawn of a new geological era, the Anthropocene [5], depends on socio-ecological systems in which human-environment interactions are no longer equally powerful.

If, on the other hand, we look at the world through the concept of "noosphere" [15] we could identify a fruitful relationship between all the natural and anthropic components of local communities and global cultures that might show a positive starting point, necessary for the construction of a new era definable as "Neo-Anthropocene", to overcome the "Paleo-Anthropocene" of the destruction of the Planet's resources by Humankind.

To respond to this request for renewal of the Mankind-Planet relationship, the international community has deepened numerous points of view, for example the concept of Landscape as a new Human Right. In 2000, the Council of Europe (CoE), by the Landscape Convention [4], recognized the essential nature of the landscape for the construction of a new individual and social well-being, contributing to human fulfilment and, particularly, to the consolidation of European identity.

Since the signature of the Convention in 2000 to this day, the work of the CoE Commissions and landscape restricted workgroups has emphasized that the landscape is key to a new way of understanding Human Rights and it is an indicator of social cohesion as in CoE, Indicator Framework on Culture and Democracy [9]: a practical and living synthesis of numerous human rights such as health, well-being, dignity, environment, culture, cultural heritage, education, participation.

There is a the "territorial" dimension of human rights, implemented through policies aimed at protecting, managing and planning landscapes that contribute to strengthen intercultural integration, social cohesion, coexistence, education to democratic citizenship and environmental education.

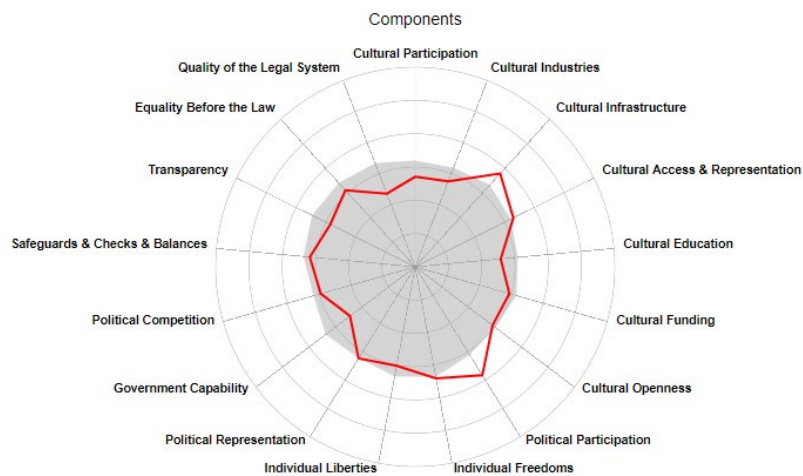


Fig. 1: The indicators of Culture and Democracy related to Italy (in red) compared with the OECD area (in grey) of the *Framework Indicator of Culture and Democracy* produced by the Council of Europe in 2017, before the CEP-CDCPP Recommendation (2017) [3]. What would happen if the landscape was added to the framework?

1. How do we generate new landscapes? Two typical conditions

1.1. Agricultural policies

Despite the high level of land consumption for urbanisation and waterproofing of the Italian territory, a large part of it is still made of agricultural land and forest areas. Therefore, it is fundamental for the conservation and enhancement of the landscape that the activities of the primary sector are directed towards a sustainable development model.

Consequently, the Community Agricultural Policy (CAP) has a direct impact on farmers' choices, both in terms of crop systems and production techniques. Following the various reforms of the CAP and considering other aspects, such as mechanisation, the diffusion of chemical inputs and technological development in general, farming methods have changed over the years and the landscape has been indirectly influenced where the transformations of the agricultural production process have strong influences over the structure of the territory and the landscape itself.

The CAP has embraced this need and, with full recognition of the importance of multifunctional agriculture promoted with Agenda 2000, has reached a certain level of maturity that has been strengthened by the Fischler reform and the application of the *Health check* concept: the conservation and enhancement of the landscape are no longer an accidental fact in the construction of the Community agricultural policy, but they are an important part of the development objectives of the European Union. In the last decade, the analyses developed by the Italian Rural Network [10] show that 95% of the national territory is basically represented by two types of landscape: one is dominated by an agricultural matrix, the other by a matrix made of woods and other semi-natural environments. In general, 50% of agricultural landscapes consist of a single class of prevalent land use, able to characterise the coverage for at least 70%.

This situation is the result of an evolution that has involved the landscape over the last 150 years. After an initial reduction, from the early years of the 20th century until today there has been an extension of the wooded area to the detriment of the agricultural area, especially in mountain and hill areas. In addition to the loss of cultivated land, since the post-war period, other phenomena have changed the rural landscape, such as the specialisation of full-field crops to the detriment of promiscuous crops and the expansion of monoculture. Therefore, there has been a gradual homogenisation and simplification of the landscape that has lost some typical elements of the Italian agricultural landscape, from north to south, in relation to the reduction of agro-industrial production and the increase in food production: this is the case of the reduction of the hemp production areas the elimination of the mulberry plantations connected to the widespread breeding of the silkworm.

Since its 1992-99 programming period, The CAP has gradually begun to look at the effects on the landscape and the environmental quality of the transformations as well as their environmental sustainability: the interest towards the environment and the functions performed by the primary sector with respect to society is growing, as they are considered less and less as secondary activities.

Regarding the landscape and its evolution, there are essentially two aspects of the various changes made to the CAP that more than others have determined changes in this regard.

A first aspect concerns the changes in the way of supporting the agricultural sector, which have influenced the choices of the farmers and the approach to agriculture: the high support of prices has entailed the specialization and the simplification of the cultivation systems, with the extension of the monoculture. With the reduction in price support first and with the decoupling after there was a return to greater diversification and less intensive cultivation [13]. This is also due to the greater diffusion of eco-compatible agronomic practices thanks to the agri-environmental measures of the rural development programs.

The other aspect concerns the enhancement of the landscape as a resource, which has gradually become one of the most important challenges to which national and EU policies must respond. With the recognition of multifunctional agriculture in the latest Agenda 2000 and Fischler reforms, if in the past landscape was the indirect product of agricultural activity, it is now considered a direct objective to be pursued: among the numerous positive external effects of agricultural activity, a major role is played by the conservation and implementation of agricultural landscapes that important also from a purely aesthetic standpoint, are environmentally more diversified and are able to preserve historical and cultural testimonies of the past.

In 2003, the CAP was reformed and modified with the aim of completing the Fischler reform in a consistent way, consolidating the regulatory framework in the forms of the so-called *Health check*. This "health assessment" of the CAP aims at taking stock of the experience of the aforementioned reform and to make adjustments and amendments to simplify and rationalize the CAP in order to capture new market opportunities and address the "new challenges". With the *Health check* in general, we continue to support and guarantee the profitability of agriculture in the various regions of the EU while encouraging farmers to continue to play a positive role in protecting the environment and the countryside. The regulations relating to the *Health check* were promulgated on 19 January 2009. As already in the 2003 reform, also in the *Health check* the responsibilities for various key elements of the reform have been left to the free choice of the Member States.

In Italy, some decisions have directly affected the landscape resource while others had an indirect influence.

Article 68 of the 2007-2013 National Development Plan, for example, also envisages specific aids for producers in the central-southern Italian regions who practice the three-year rotation, provided that the rotation cycle includes, on the same parcel and at least for a year, a protein or oleaginous culture. This measure of agri-environmental nature introduced also to alleviate the exclusion of durum wheat from the funding provided for by art. 68, if well managed and financed, could diversify the crop systems and therefore also determine a certain landscape identification of ploughed fields subject to a three-year rotation.

Some aspects of cross-compliance have been modified to obtain a simpler yet more effective tool: for example, the good environmental agronomic conditions (Bcaa) are affected by changes to the regulatory framework or to the scope of the regulations and, among the various changes, some relate to aspects connected with the landscape. In fact, with regard to Objective 4 "Minimum level of maintenance" the rule on the "maintenance of the characteristic elements of the landscape, where appropriate, including the prohibition on the grubbing up of olive trees" has been changed to "maintenance of the characteristic elements of the landscape, including, if appropriate, hedges, ponds, ditches, trees in rows, in groups or isolated and margins of the fields". In the new formulation, therefore, particular attention is given to the list of individual characteristics of the agricultural landscape. It is worth noting that this change could result in an overlap with agri-environment commitments and in particular with the measure 2.1.4 "Agri-environmental payments" [10].

As for the second pillar, as for the old PSN developed in 2005 following the Fischler reform, the so-called "new challenges", such as climate change, bioenergy, water resources management and biodiversity, also take a role in the 2007-2013 NDP.

Based on the new National Development Plan 2007-2013, the Rural Development Programs (RDPs) of the various regions have been modified and integrated. The most numerous and specific measures with regard to the policies for the protection and enhancement of the landscape are those of Axis II and specifically the measure 2.1.4 "Agri-environmental payments" and the measure 2.1.6 "Support for non-productive investments". A potentially detrimental effect for to the landscape could be brought, on the contrary, by the measures related to the increase in wooded areas (measure 2.2.1 "Afforestation of agricultural land" and measure 2.2.3 "Afforestation of non-agricultural land"). As far as Axis III is concerned, the most widely used measure in favour of the landscape is 3.2.3 "Protection and redevelopment of the rural territory" which is oriented to the recovery of the architectural heritage of the rural landscape.

In conclusion, some possibilities could also be offered by Axis IV provided that no generic support for the protection of the landscape is defined, but the need to preserve and enhance the landscape is recognized in order to increase the added value of traditional products and improve the attractiveness of the territory.

Although the landscape has been included among the strategic objectives of the 2007-2013 NSP and all the regional NSPs contain references in this regard, there is still much to be done both in terms of a better specification of the measures, specific actions and objectives to be achieved, in terms of greater integration with other sectors and other policies.

There is still no project of the rural territory that harmonises the economic, social and environmental aspects that contribute to the production of the agricultural landscape within an overall strategy that can be integrated with territorial planning.

The 2014-2020 NSP also continues to explore in depth the landscape valorisation strategy, where this is cogenerated by actions related to rural development, where there are ecosystems connected with agriculture and forestry.

For example, many regions that have structured the RDP 2014-2020 on the basis of the contemporary PSN have focused on the transversal condition of landscape-oriented development actions and, in particular, have selected specific actions related to priorities 4a "Safeguarding, restoration and improvement of biodiversity - included in the Natura 2000 areas, in areas subject to natural or other specific constraints - in high nature value agriculture, as well as in the landscape of Europe".

However, if we read the list of RDP measures, all are capable of affecting the physical transformation of the agricultural landscape.

Regarding the new challenges to be faced, we must consider how the increasing frequency and intensity of extreme weather events can lead to erosion, hydrogeological instability and, more generally, negative impacts on agricultural structures and infrastructures. All this determines a deterioration of the landscape generated by agricultural activity and therefore actions must be taken to mitigate the negative effects of climate change. Moreover, regarding biodiversity, it is emphasized that in order to maintain the substantial biodiversity heritage of the Italian peninsula, agricultural practices aimed at reducing the loss of biodiversity and, consequently, the maintenance of the traditional agricultural landscape should be promoted.

1.2. Energy policies

In 2017 the Italian Ministry of Economic Development (MISE) and the Italian Ministry of the Environment and Protection of the Territory and the Sea (MATTM) published the National Energy Strategy (NES) following a dense series of participation activities, data analyses, assessment of the state of the art of energy production in Italy and in the horizon of international commitments assumed by our country for the reduction of greenhouse gas emissions.

The NES contains some elements that explicitly refer to the quality of the landscape and to the need to put the protection of naturalistic and cultural territorial resources before the actions of transformation and strengthening of the national energy system.

The NES 2017 sets a horizon to be achieved by 2030. A path that is also consistent with the long-term scenario of 2050 established by the European Road Map, which provides for the reduction of at least 80% of emissions compared to 1990. The 2030 goals in line with the Energy Union Plan are:

- improving the country's competitiveness, continuing to reduce the price gap and the cost of energy compared to Europe, in a context of increasing international prices;
- reaching and exceeding in a sustainable way the environmental and decarbonisation objectives set for 2030 at the European level, in line with the future targets established in COP21;
- continuing to improve the security of supply and the flexibility of energy systems and infrastructures.

In essence, the contents of the strategy are entirely focused on the effectiveness of the energy transformation of the country and it does not seem to have anything to do with the space and form of the Italian landscape.

However, from the very beginning, the text of the Strategy states that the question of compatibility between energy objectives and landscape protection needs is central to the development of energy aspects, given the particular condition of the national territory.

This is a question that is strongly linked to the development of renewable sources with greater exploitation potential, i.e. wind and photovoltaic. Given the priority that the NES gives to the protection of the landscape, the Strategy states that it intends to give priority to the use of abandoned industrial areas, including warehouses and roofs, as well as to the efficiency recovery of existing plants through of *revamping* and *repowering* actions.

In detail, the energy policy that binds production from renewable sources (RES) and landscape is part of the theme of land use and primarily concerns the FER plants at low density of energy produced per surface unit: this inevitably implies the need to identify criteria that are possible its dissemination in line with the need to contain soil consumption and protect the landscape. As for the consumption of soil, the problem arises especially for photovoltaics, while wind power has mainly issues of compatibility with the perceived landscape.

For large photovoltaic systems, it is necessary to regulate the possibility of creating ground-based systems, today limited only when they are located in agricultural areas, harmonizing it with the objectives of containment of land consumption.

Based on current legislation, photovoltaic systems, as well as other systems producing electricity from renewable sources, can also be located in areas classified as agricultural, while safeguarding local food traditions, biodiversity, cultural heritage and rural landscape. However, photovoltaic systems with modules located on the ground in agricultural areas cannot have access to state incentives (as per Legislative Decree 28/2011). This is a standard regulation introduced following the impetuous growth of photovoltaic installations in the context of feed-in tariffs, which resulted in the installation of over 16,000 plants with ground modules, for a total capacity of about 7,500 MW, of which 7000 MW with a power exceeding 200 kW (and therefore probably placed mostly on agricultural areas), with the result that about 150 km² of land classified as agricultural have been occupied by photovoltaic installations. Given the importance of photovoltaic energy for the achievement of the 2030 objectives and considering that, in perspective, this technology has the potential for an even wider diffusion, it will be necessary to identify installation methods consistent with the equally important targets of reduced land use.

The Italian Parliament has also paid attention to this issue, with a bill that aims at containing the consumption of land (understood as an agricultural, natural and semi-natural area, subject to waterproofing interventions). The bill includes, inter alia, the progressive and binding reduction of land consumption and, in the context of environmental procedures, the assessment of alternatives locations that do not determine land consumption. On the other hand, many Regions are carrying out census activities on uncultivated and abandoned land, with the aim, however, to promote its agricultural valorisation as a priority.



Fig. 2: A part of agricultural landscape of western Sicily: the quality of the cultural mosaic and the skilful design functional to agricultural production meet with realities that produce land consumption. The photovoltaic field to the west, the distribution central in the centre and the isolated production area to the east in the agricultural system show how the consideration that the NES makes on the topic "energy and landscape" already has significant examples of the disruptive effect that renewable energy sources have on the agricultural landscape. The already consumed soil, however, can no longer be fully returned to the original function and therefore in the light of what is indicated by the National Energy Strategy the redevelopment of these spaces will be useful to reduce the impact of the physical transformations already carried out. Un used industrial warehouses can become bioenergy production sites, rebuilding a link, albeit remote, with the reality of the surrounding agricultural production.

The NES believes that, in general, a ban on the installation of photovoltaic plants in agricultural areas is appropriate, but MISE and MATM jointly propose to start a dialogue with the Regions to identify strategies for the wise use of the territory, also for energy purposes, making use of the best classification tools of the territory itself (e.g. *land capability classification*).

This way, the cases in which it will be possible to allow the use of unproductive agricultural land due to specific characteristics of the soil can be circumscribed and regulated, by identifying ways that make it possible to build plants without precluding the agricultural use of the land (e.g. plants raised from the ground). Priority will certainly be given to areas hosting large buildings and disused industrial areas, areas adjacent to large infrastructures, production areas and areas already compromised for pre-existing production activities. Indeed, an important contribution to the achievement of the objectives in 2030 will be provided by photovoltaic systems installed on top of buildings.

Regarding the wind and landscape issue, the NES hopes for an update of the guidelines for the correct insertion of wind farms in the landscape and the territory, dating back to 2010, which would consider the trend towards wind turbines of increasing size and more efficient, which call for an adaptation of the analysis criteria regarding their impact and mitigation measures. As for existing *on-shore* wind farms, it

is believed that the *repowering* projects may be an opportunity to mitigate the impact of these plants, making the most of the fact that the existing ones are typically constituted by wind turbines that could be replaced by machines with a unit power over three times greater than the current ones, with a consequent reduction in the overall number of wind turbines. To this end, the NES proposes the identification of choices shared with the Regions, in agreement with the Local Authorities, and specific criteria evaluated upstream for the design and construction of more powerful plants with the same landscape and environmental impact and, therefore, that do not require new surfaces or new settlements for the production of greater electric power.

2. An applied research on Appennino Lucano Natural Park

The applied research carried out on the area of the National Park of the *Appennino Lucano Val d'Agri, Lagonegrese*, starting from 2015, has laid out questions generated by the above-mentioned principles:

- How can a protected territory in a Natural Park contribute to good Anthropocene, by landscape protection, planning and design policies?
- How can the Natural Park administration protect areas of great value that coexist with the profound transformation of the planetary resources, producing degraded and quality landscapes, nature sanctuaries and oil extraction waste at the same time?

The methodological process for valorisation strategies [11] is based on an analytical, interpretative and planning procedure that aims at the selection of identity resources able to produce new relations between community, experts and territory.

The adopted processes logically converge towards the construction of the valorisation strategy and are inspired by two models:

- the *interpretation planning* method [2] as a tool for knowledge, divulgation and planning of a territory with a strong identity in naturalistic, landscape and cultural terms;
- the landscape re-generation approach [12] through which the process of protecting landscapes at regional level is a generative and proactive process and the subject in charge for protection acts as the engine of the strategy for a new landscape of relationships between community and nature, as in the European Landscape Convention.



Fig. 3: A singular welcome to mountain lovers and an equally incisive *back* to enemies: even this way the sacredness of the place is defended by the communities of the Park.

To define new scenarios in which the protection and transformation processes can be integrated, the Park Plan focuses on three fundamental questions:

- shape of the territory as a network of relationships among places recognizable by specific identities. The landscape is the identity matrix [8];
- planning and design research as an interpretation of the territory and the sense of place. The landscape is an analytical-planning tool [7];

- the plan as recognition and regulation of the settled community, through the construction of cognitive reinforcements in the plan that can guarantee the argumentation of the plan through strong multidisciplinary values. The landscape is cultural and natural heritage [6].

The development strategy was born from the interpretation theme that tells about the places in terms of landscape, history of the traditions and evolution of local culture, immaterial values, and identities.

To achieve this goal, the design of the Plan strategies is as follows:

- selection of structuring and characterizing elements:
 - structuring elements of the ecological system;
 - elements that characterize the already protected naturalistic and ecological heritage;
 - identity-based territorial cultural components;
- analysis based on life cycles of the territories [1];
- identification of interpretation issues on homogeneous territorial units by nature and theme of development.

This phase of work concludes – in connection with the normative and traditional zoning aspects for the protection of environmental, cultural and landscape systems – with the selection of a theme of interpretation summarized by the word “wilderness”: the peculiarity of the Park is its extreme naturalness – even if in contrast with what happens outside of it with the oil wells and the structures for the first treatment of crude oil in Val d’Agri – that comes alive in woods and that, even where nature is “artificial” as in the case of Pertusillo lake, is able to prevail conceptually, perceptually and structurally on the presence of Man.

The Park plan, therefore, is not articulated in the classical landscape units, which could fragment and pulverize this theme, but aims at the communication and enhancement of the landscape contexts defined and identified within a functional scheme, in which the natural resources and the cultural ones, utilization services and infrastructures, and leisure activities are connected by slow mobility systems (vehicular or soft) in resealable systems in a closed circular form.

The landscape concept that is offered to the Park territory is therefore based on strong protection rules for natural sanctuaries, but aims to provide communities with tools to manage the change towards an economy that sooner or later will no longer have the royalties of oil and, again and forcefully, will turn to the resources of nature that do not erode but grow in a new tension to the local identity.

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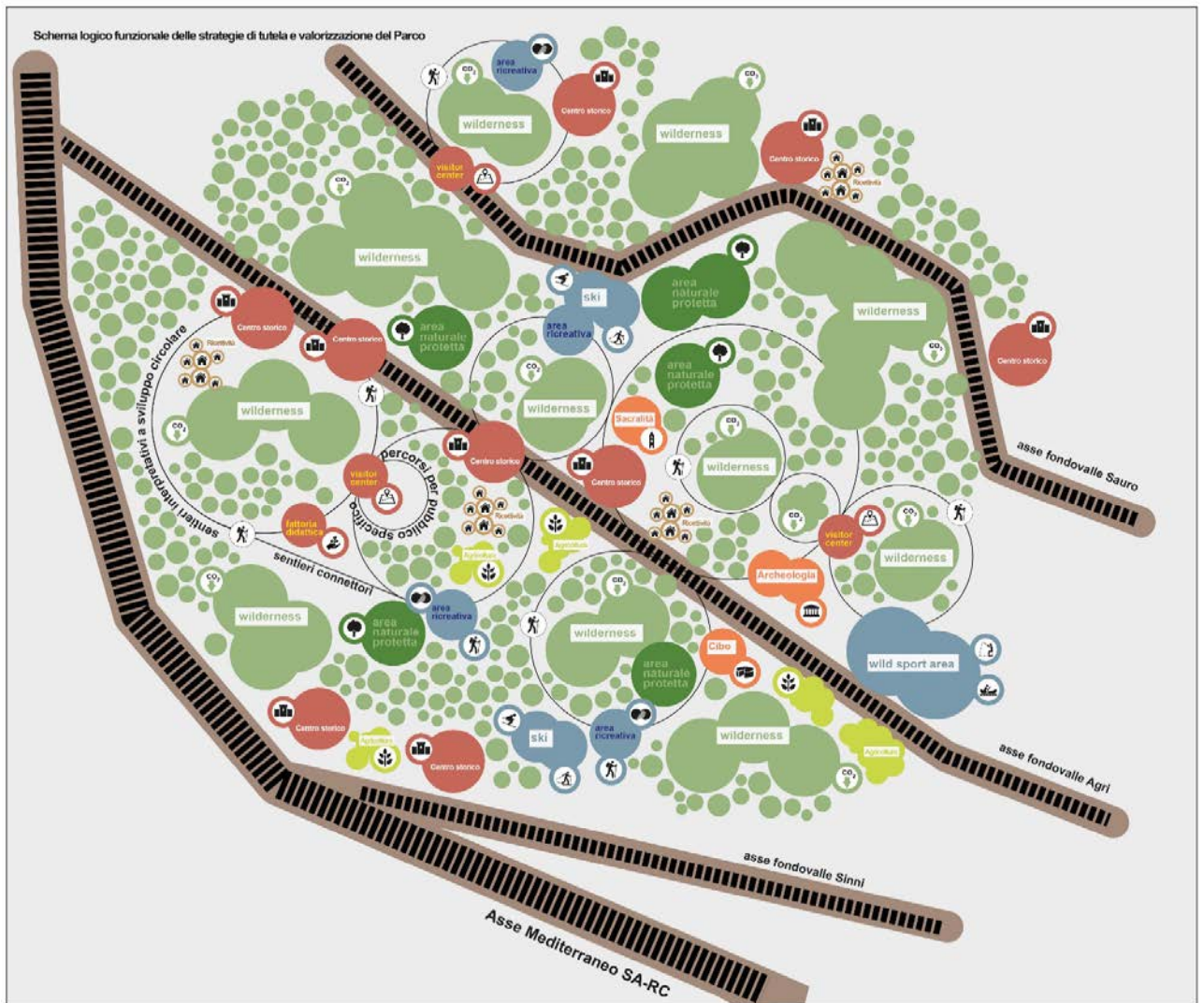


Fig. 4: The logic of the Park's valorisation project: multi-thematic development clusters based on the selection of the highest environmental quality components in the territorial continuum.

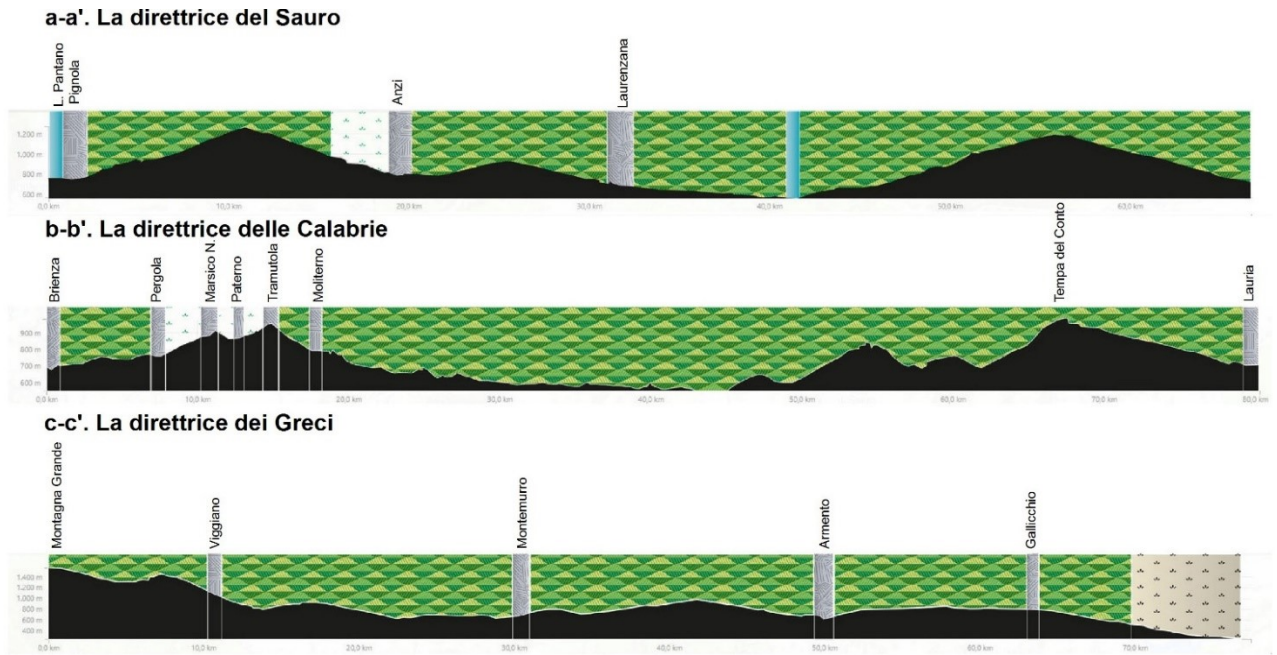


Fig. 5: The north-south directions of the historical settlement in the Agri valley: each route crosses natural and man-made landscapes in often indistinct sequences.

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