

# The integration of Landscape in the Flanders Heritage Agency

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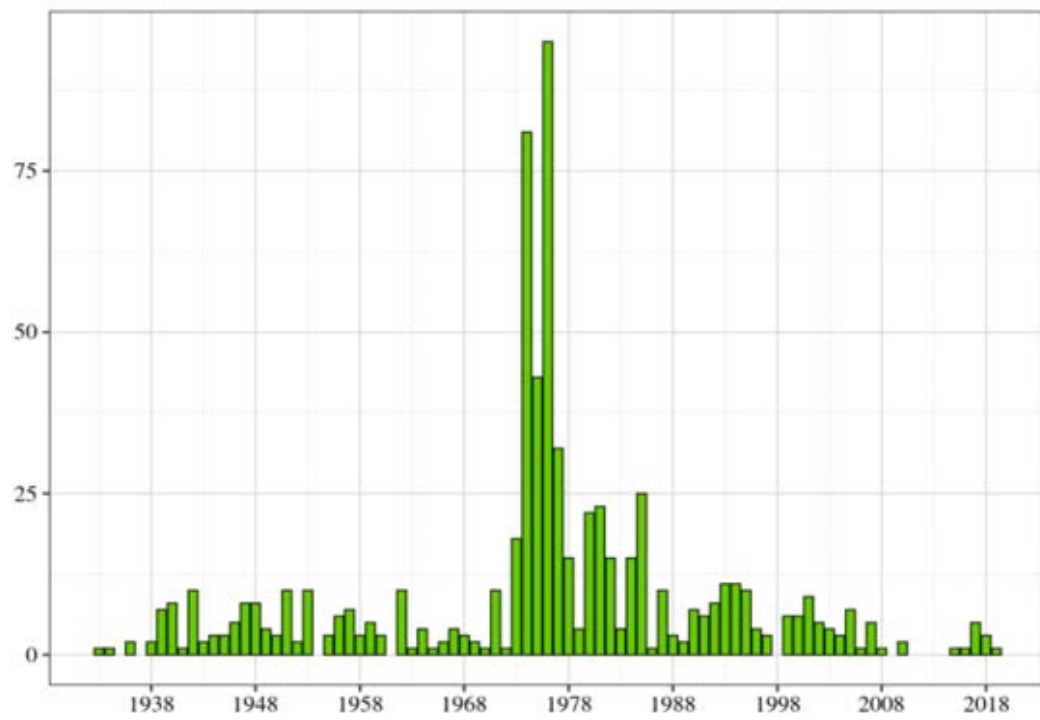
# Contents:

- ▶ Following the gradual federalisation of Belgium that started in 1970, landscape protection and management, as part of heritage policy, became the authority of the regions in 1976.
- ▶ In this presentation, I will briefly discuss
  - The instruments and the policy of the Flanders Heritage Agency (as part of the Flemish Region) regarding landscape.
  - The way in which the Flemish spatial planning policy integrates landscape values.
  - The ambition of the current Flemish government to develop a more transversal landscape policy, as set out in Article 5 of the European Landscape Convention.
  - The Heritage Master Plan as new instrument and its potential for historic castles, manors and estates.

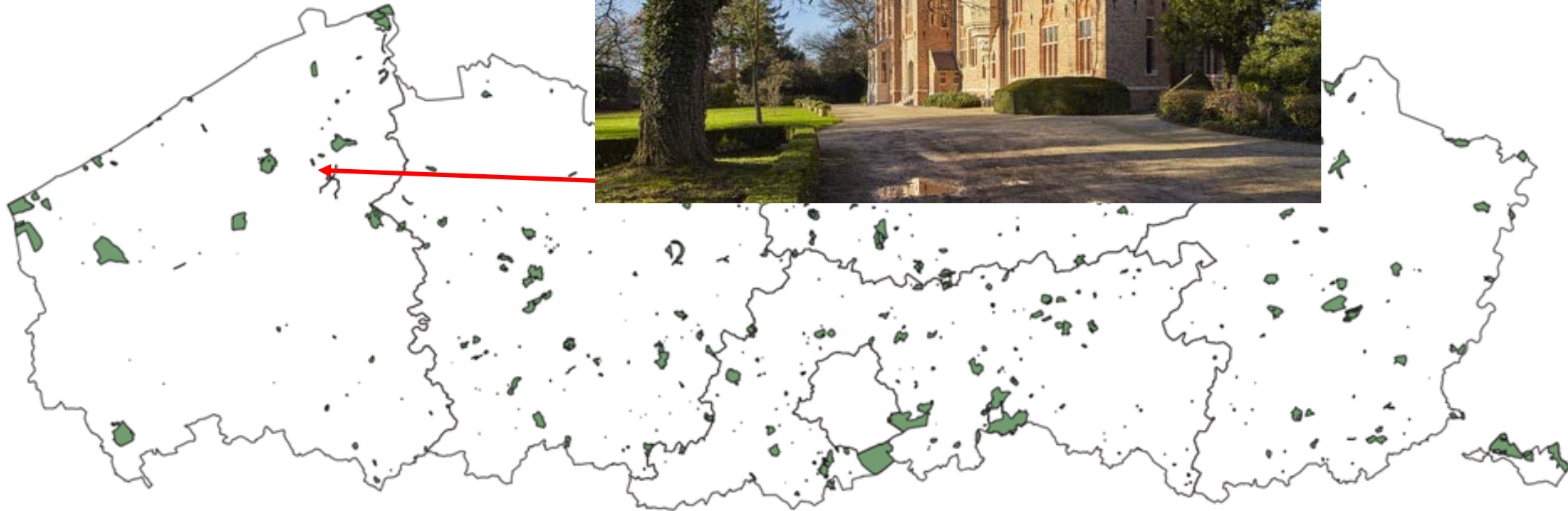
# Immovable Heritage

- ▶ Royal Committee for Monuments and sites – 1835
- ▶ Federal Act on conservation of monuments and sites – 7 August 1931
- ▶ Flemish Decree on protection of monuments and sites – 3 March 1976
- ▶ Flemish Decree on the protection of landscapes – 16 April 1996
- ▶ Flemish Decree on Immoveable Heritage – 12 July 2013

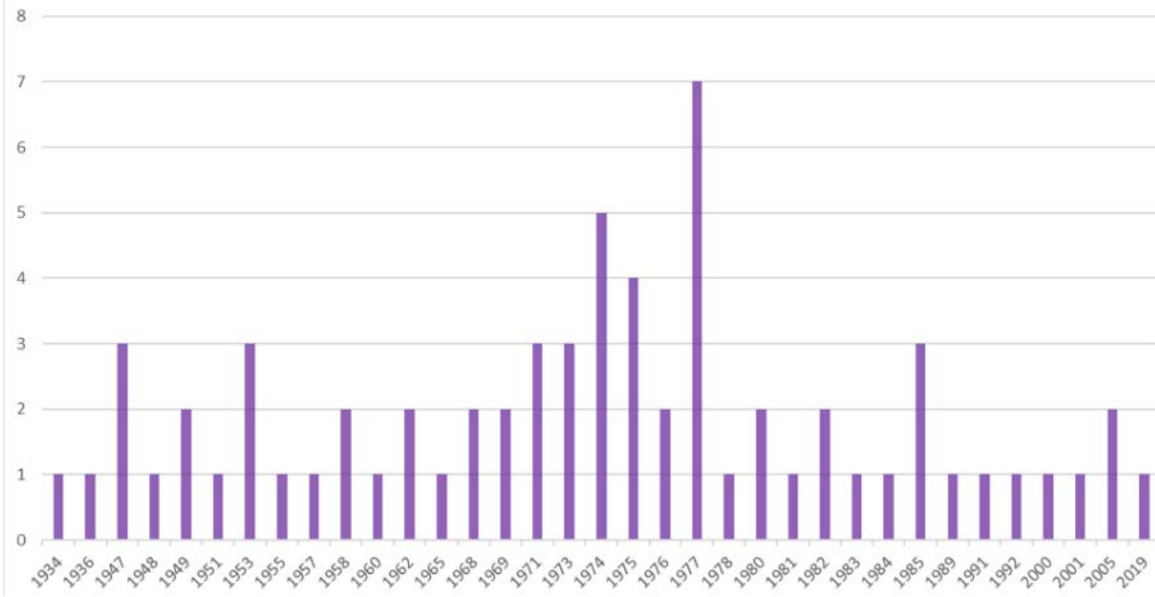




684 legally protected landscapes  
42,765 ha or 3,2% of the Flemish Region



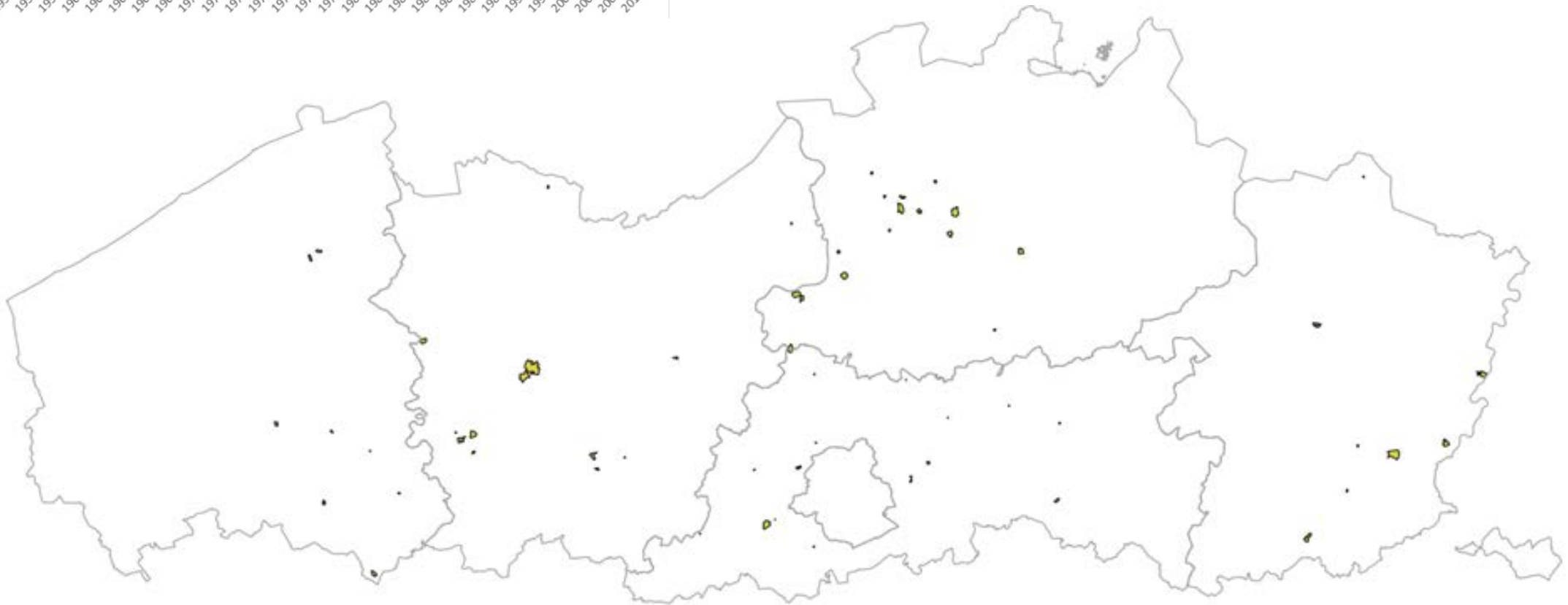




67 castle estates protected as landscape  
in Flanders.

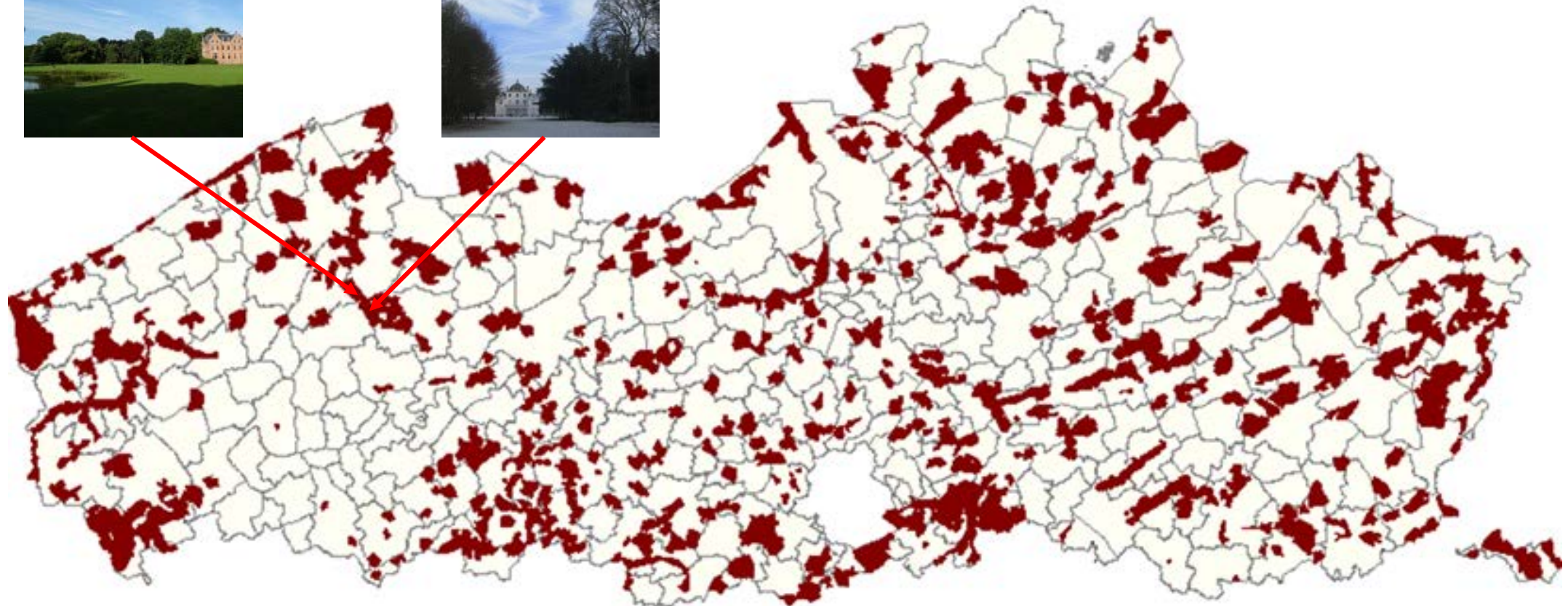
Total: 2,336 ha

Mean: 35 ha



# Landscape Atlas (2001 – Marc Antrop)

- ▶ Scientific inventory of the relics of the traditional landscapes of Flanders
- ▶ 4 types of relics: anchor places / zones of relics / line relics / point relics
- ▶ “Anchor places”: 221,150 ha or 16% of the Flemish Region.



# Towards integration in spatial planning



- ▶ 2001: measures for general landscape care
- ▶ 2004: heritage landscapes in spatial plans

1 anchor place selected from the Landscape Atlas

2 preliminary designation as anchor place

3 definitive designation as anchor place

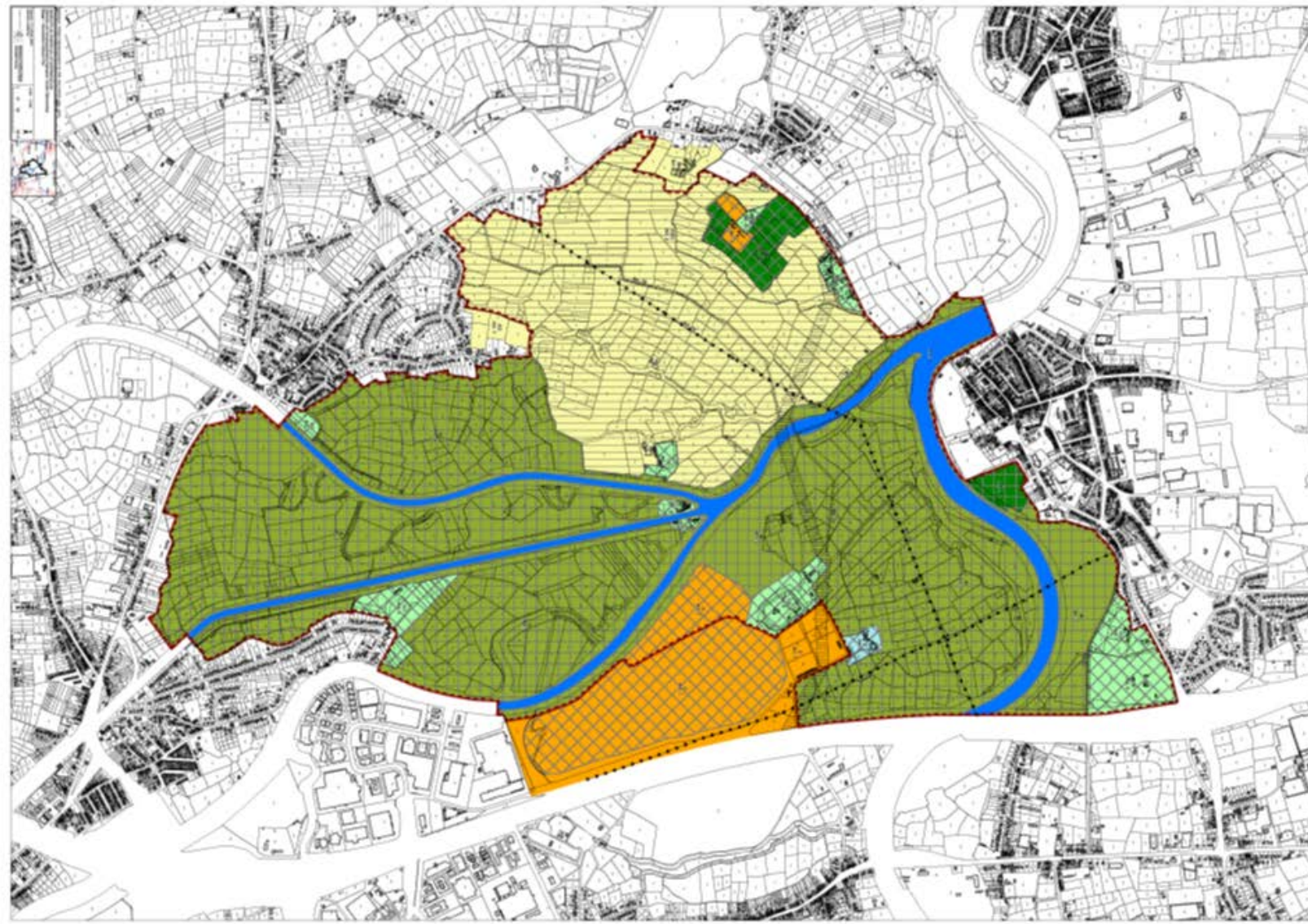
4 delineation as heritage landscape in spatial plan



Flanders  
State of  
the Art



# 1st heritage landscape at regional level “Zennegat AND Battenbroek”



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the Art



# ...towards a transversal policy

- ▶ The further impoverishment of the Flemish landscape shows that there is a need for a renewed spatial policy.
- ▶ This renewal implies a re-orientation from a pure functional spatial planning towards a more integrated spatial planning.
- ▶ For the aspect 'landscape' (according to the holistic approach) to be integrated into the planning system, it is vital that the landscape values are systematically considered.
- ▶ This integration is only possible through cooperation and coordination between the various sectors and the different levels of government.
- ▶ Ideally, the landscape is equally considered in each of the policy areas.
- ▶ Need of a landscape characterisation covering the whole area.



# Instruments Immovable Heritage Decree (2013)

- ▶ Landscape Atlas (scientific heritage inventory)
- ▶ Traditional protection as cultural-historic landscape
  - Limited consultation (other Flemish sectors)
  - Local community: 'Public investigation'
- ▶ Heritage landscapes
  - Established Landscape Atlas (new procedure);
  - Immovable heritage master plan (IHMP);
- ▶ Landscape management plans
- ▶ **Immovable Heritage Master Plan** and Action Program:
  - Co-creation between different sectors and policy levels
  - Participation of other stakeholders and local communities
- ▶ General landscape care: subsidies can be awarded on the basis of an adopted action programme



# Immovable Heritage Master Plan

A New Participative Vision Instrument for Heritage and Landscape in Flanders



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# Legal Framework

- ▶ Immovable Heritage Decree 2013
- ▶ Evolution from almost no participation to crosssectoral consensus to “landscape democracy”
- ▶ Heritage Master Plan = new instrument
  - Integrated landscape approach
  - General landscape care
  - Participation on governmental level but also with all stakeholders, including local communities and land owners
  - Not legally binding but an agreement: Action Programme

# What does the Decree say?

- ▶ Thematic or Geographic
- ▶ Heritage Values are the basis (Heritage Inventory), but wider substantive scope:
  - All immovable heritage included
  - Not only area-specific, also by theme
  - Larger units possible
- ▶ Increased involvement of stakeholders
- ▶ Vision on Future Development
- ▶ Action Program with the possibility to use non-sector-specific instruments
- ▶ Approval by the Flemish Government
- ▶ Adaptable
- ▶ Sectoral Input for Spatial Planning and land development
- ▶ **Aim: more participation, transparency and supported solutions**



# Methodology

## ► Challenges:

- General methodology for all Heritage Master Plans but allowing for enough flexibility to adapt the approach to the specific needs of a theme/ area
- Involvement of stakeholders early in the process
- **transparency**

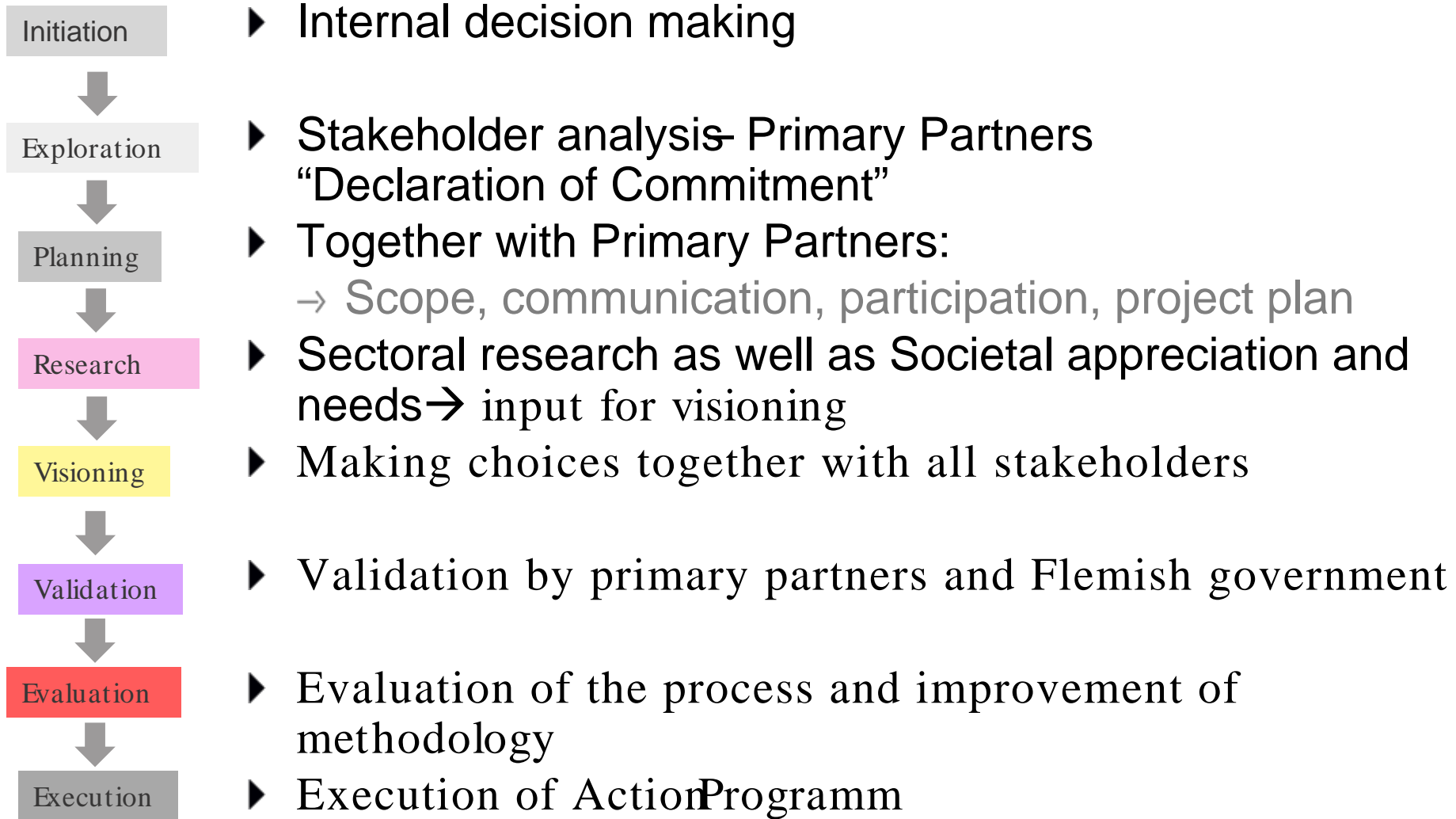
## ► Dynamic

## ► Validation by the minister





# Methodology



# When do we use the Heritage Master Plan?

- ▶ Broad interdisciplinary and crosssectoral approach is paramount
- ▶ The landscape is not assigned a purely cultural-historic interpretation
- ▶ More complex situations involving different interests and stakeholders and need for innovative solutions
- ▶ Two pilot projects
  - Traditional orchards in Haspengouw
  - Limestone quarries and mines in Riemst



# Traditional Orchards in Haspengouw

- ▶ Rural Region in the SouthEast of Flanders (Province of Limburg)
- ▶ 17 municipalities
- ▶ 868 km<sup>2</sup>
- ▶ Fruit production & Tourism





# Landscape evolution



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Orchard belts around the  
villages: orchard pastures



# Landscape evolution



- Agricultural intensification (low-stem)
- Urbanisation





# Problems

- ▶ Loss of landscape quality
- ▶ Shift in appreciation → 'Policy Gap'
- ▶ Lack of economic value → uneven distribution between benefits and burdens
- ▶ Neglection and management problems
- ▶ Little Cherry Disease
- ▶ ...





# Heritage Master Plan

Flanders Heritage Agency	Other Factors
Failure of classic instruments	Many stakeholders
No general landscape care	Different interests
Little possibilities for landscape dynamics	Need for an integrated approach adapted to the specific regional singularity and needs of the traditional orchards



# Exploration - Stakeholderanalysis



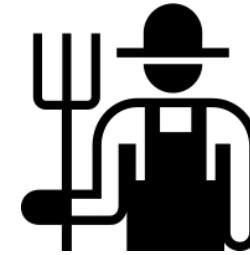
## Government



## Sectoral Organisations



## Individuals



# Declaration of commitment

- ▶ **Scope** We want to **cherish** the traditional orchards as valuable region-specific landscape elements and **work together** on a **sustainable preservation** of these orchards in a **dynamic landscape**
- ▶ **Press conference** political commitment



# Planning



- ▶ the Declaration of Commitment is the kickoff for the communication and participation process
- ▶ Project Plan:
  - 2017 Research
  - 2018 Visioning and Action Program
- ▶ Communication Plan and Participation Plan
  - Use communication channels of all partners
  - General ideas for participation process
    - × E-platform for all stakeholders
      - Consultation
      - Crowd sourcing
    - × offline participation moments with special emphasis on owners



# Research

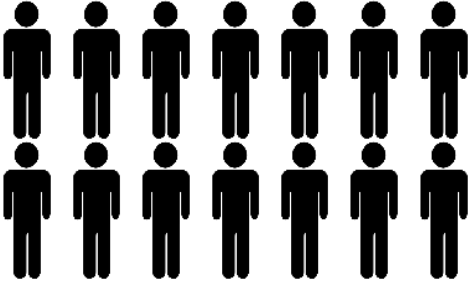
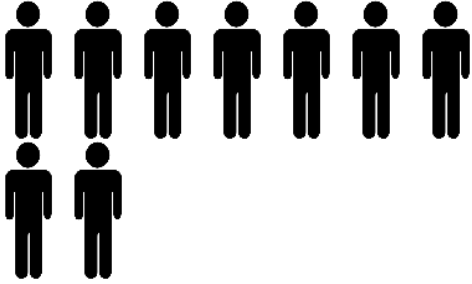


- ▶ **Crosssectoral Research Group** + thesis students + ...
- ▶ **Research topics**
  - Overall overview of landscape evolution and current situation
  - Appreciation of traditional orchards and landscape
    - × Sectoral appreciation (Heritage, Nature)
    - × Ecosystem Services approach
    - × Aspects of traditional orchards
    - × Local appreciation of orchards (as part of the traditional landscape)
  - Screening of (policy) instruments
    - × Evaluation of existing instruments
    - × Bench marking
  - (Motivational research)





# A workshop on desires and aspirations with all stakeholders defined scenario's for the future

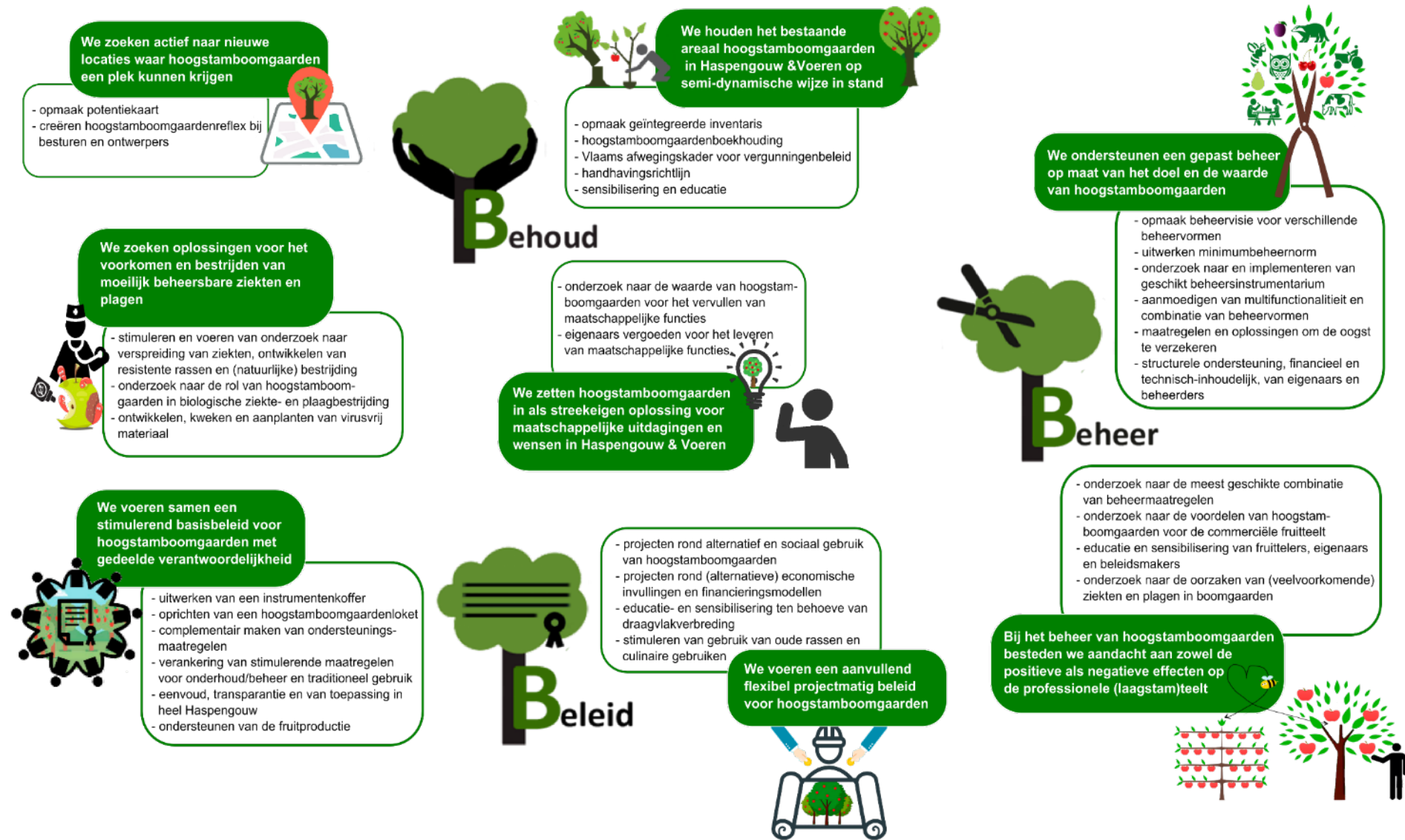
In 2030 zijn de hoogstamboomgaarden goed beheerd m.a.w. we gaan voor KWALITEIT		In 2030 hebben we een groot areaal hoogstamboomgaarden m.a.w. we gaan voor KWANTITEIT	
			

This developed into a sustained vision with 8 ambitions for the protection, management and policy for traditional orchards.





# Approval of the IHMP by the minister on 24/05/2019





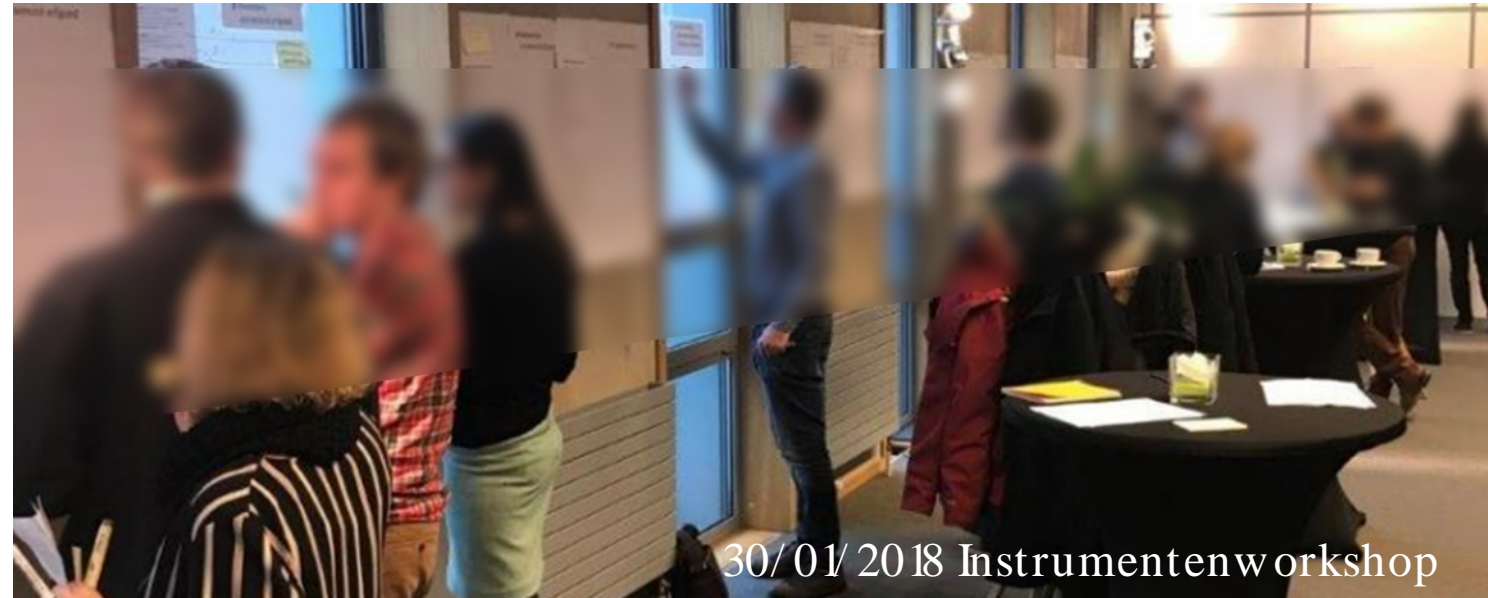
# Action programme

- On the basis of IHMP a supported action plan is drawn up
  - Consultation and coordination with other sectors: realising jointly landscape quality objectives and development perspectives
  - Integrated approach;
  - Strategic and coordinated use of a broad spectrum of instruments;
  - Procedure: approval by the Government of Flanders Legal consequences





# Various workshops to define desired actions and their feasibility



22/02/2019 WS Prioritaire Acties



# Some reflections

- ▶ Collaboration on different levels:
  - Importance of declaration of commitment to get the political level involved (press attention)
  - Every actor can use own instruments
  - Level of public inhabitants
  - Problem of 'ownership' of the instrument/ project
- ▶ Kind of knowledge needed:
  - Societal appreciation and needs
  - Legal framework
- ▶ Implementation:
  - Action Programme: not binding
- ▶ Integrate learning in process:
  - Methodology is flexible to different projects and can be adjusted after evaluation of pilot projects.



# A IHMP for historic castles, manors and estates?

- ▶ Broad participation of stakeholders, public-private coöperation
- ▶ Long -term vision, future-proof
- ▶ Taking into account the dynamics of castles, manors and estates (use of architecture-design-research to conceive meeting various needs).
- ▶ Action programme applying appropriate instruments and innovative strategies
- ▶ Improving existing or developing new policy instruments



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