The integration of Landscape in the Flanders Heritage Agency

Marc De Bie

Director Landscape Research Team Flanders Heritage Agency



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.



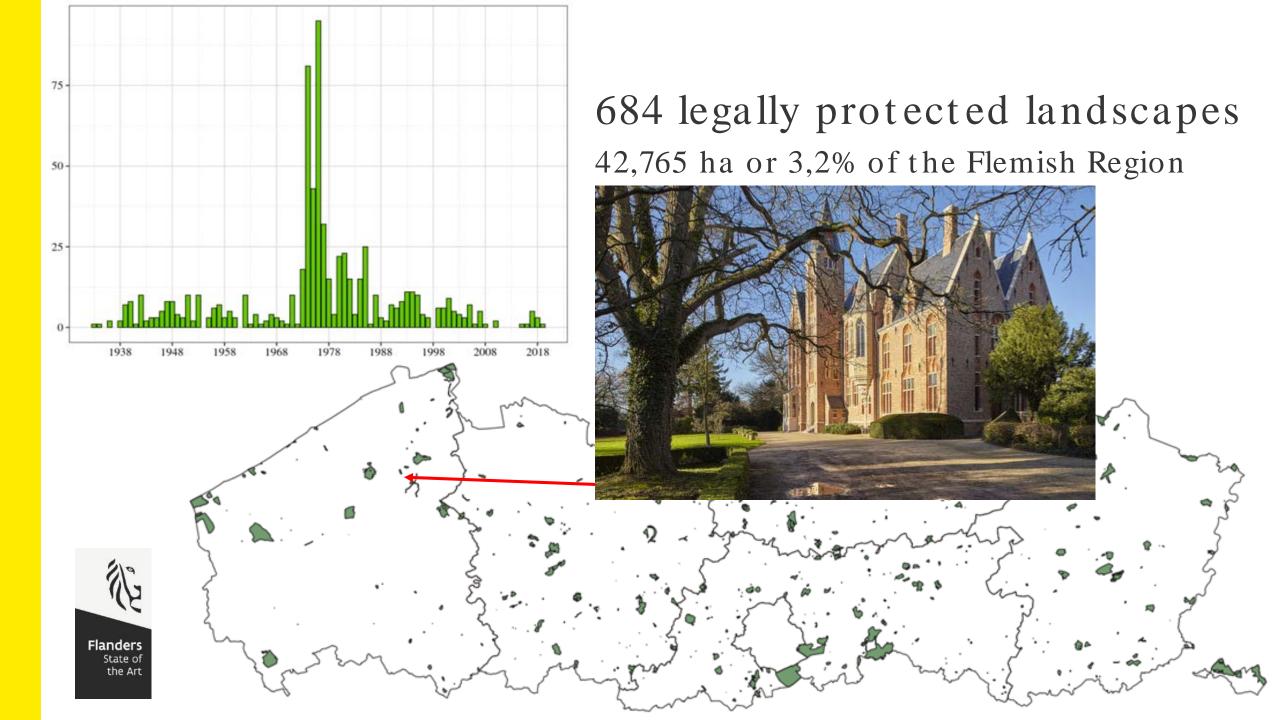
Immovable Heritage

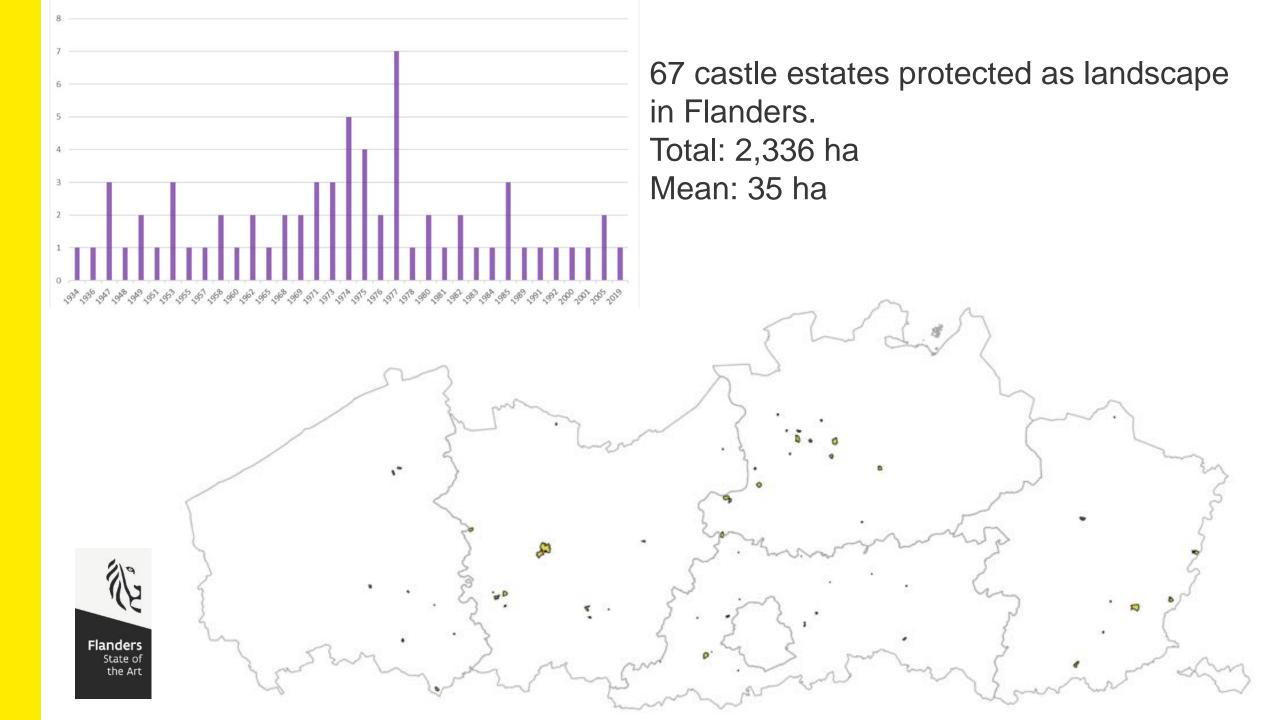
- ▶ Royal Committee for Monuments and sites 1835
- ▶ Federal Act on conservation of monuments and sites 7 August 1931
- ▶ Flemish Decree on protection of monuments and sites 3 March 1976
- ▶ Flemish Decree on the protection of landscapes 16 April 1996
- Flemish Decree on Immoveable Heritage— 12 July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





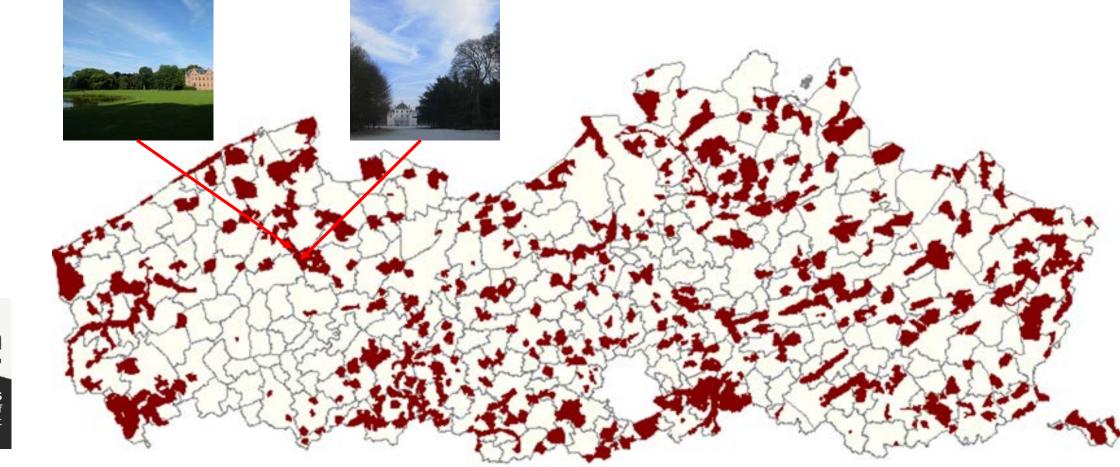






Landscape At las (2001 - Marc Antrop)

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





Towards integration in spatial planning



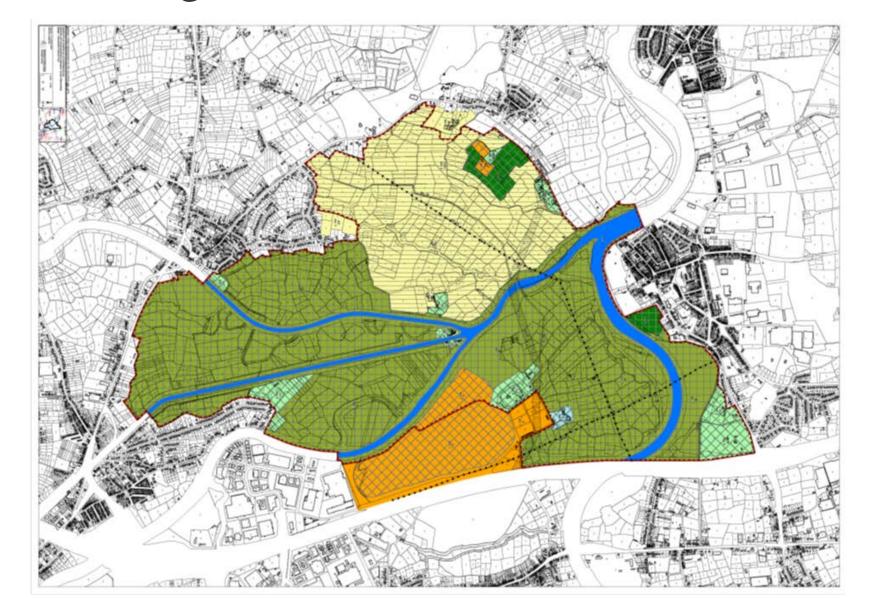
- ➤ 2001: measures for general landscape care
- ▶ 2004: heritage landscapes in spatial plans

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



1st heritage landscape at regional level "Zennegat AND Battenbroek"





... 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<u>cultural-historic</u> 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 Planand 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





Legal Framework

- ▶ Immovable Heritage Decree 2013
- ▶ Evolution from almost no participation to crossectoral 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?

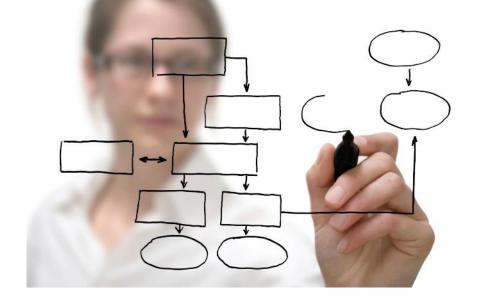
- ▶ Thematic or Geographic
- ▶ Heritage Values are the basis (Heritage Inventory), butwider substantive scope:
 - → All immovable heritage included
 - → Not only areaspecific, also by theme
 - → Larger units possible
- ▶ Increased involvement of stakeholders
- Vision on Future Development
- Action Program with the possibility to use nonsector-specific instruments
- ▶ Approval by the Flemish Government
- Adaptable
- ▶ Sectoral Input for Spatial Planning and land development



▶ Aim: more participation, transparency and supported solutions

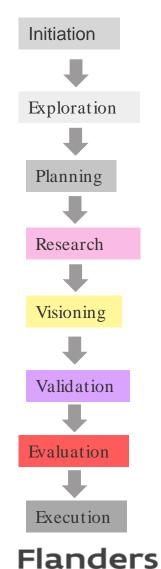
Methodology

- ▶ 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



State of the Art

Flaticers

the Art

Internal decision making

- Stakeholder analysis- Primary Partners "Declaration of Commitment"
- ▶ Together with Primary Partners:
 - → Scope, communication, participation, project plan
- ▶ Sectoral research as well as Societal appreciation and needs→ input for visioning
- ▶ Making choices together with all stakeholders
- ▶ Validation by primary partners and Flemish government
- ▶ Evaluation of the process and improvement of methodology
- ▶ Execution of ActionProgramm

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 complexsituations involving different interests and stakeholders and need for innovative solutions
- ▶ Two pilot projects
 - → Traditional orchards in Haspengouw
 - → Limestone quarries and mines inRiemst





Traditional Orchards in Haspengouw

- ▶ Rural Region in the SouthEast of Flanders (Province of Limburg)
- ▶ 17 municipalities
- ▶ 868 km²
- ▶ Fruit production & Tourism





Landscape evolution









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



















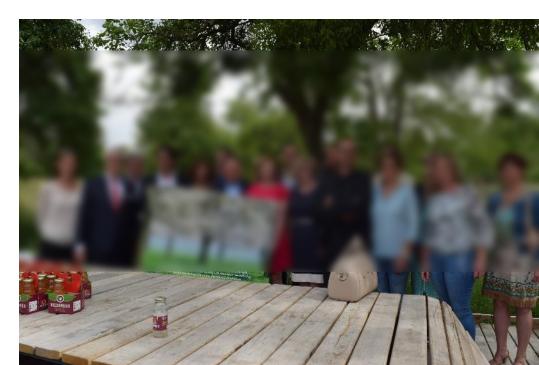
Declaration of commitment

- Scope We want to cherish the traditional orchards as valuable region-specific landscape elements and wortogether on a sustainable preservation these orchards in adynamic landscape
- ▶ Press conferencepolitical commitment









Planning



- ▶ the Declaration of Commitment is the kickoff for the communication and participation process
- Project Plan:
 - → 2017Research
 - → 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

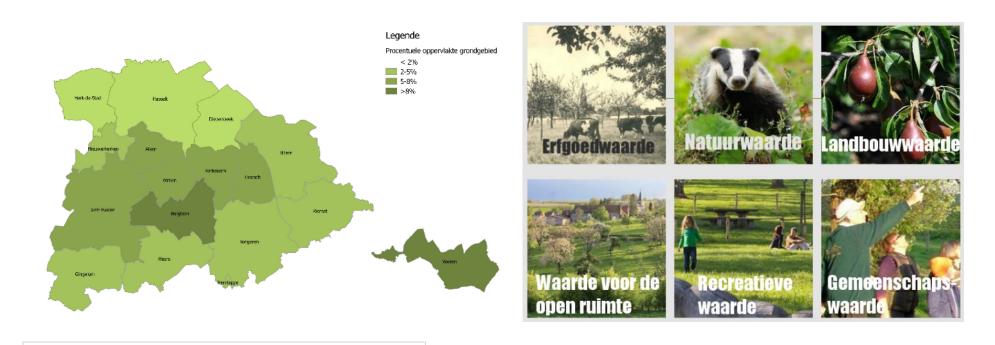


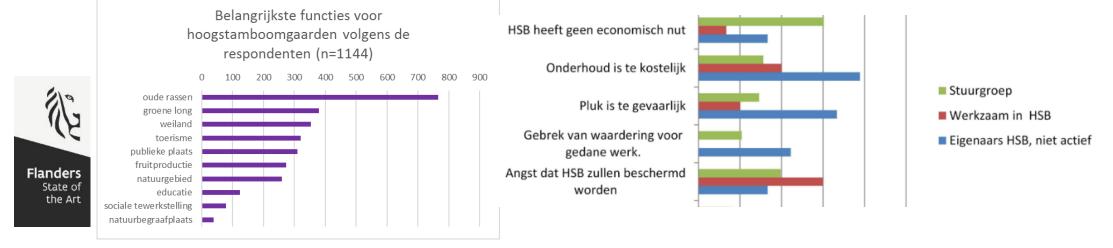
- ▶ Crosssectoral Research Group + thesis students + ...
- ▶ Research topics
 - → Overall overview of landscape evolution and current situation
 - → Appreciation of traditional orchards and landscape
 - × Sectoral appreciation (Heritage, Nature)
 - × Ecosystem Services approach
 - × Aspects of traditional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



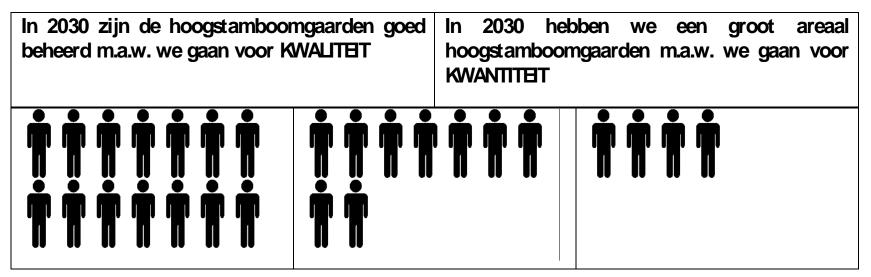


Research revealed distribution, values, appreciation and bottlenecks.





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





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

We zoeken actief naar nieuwe locaties waar hoogstamboomgaarden een plek kunnen krijgen

- opmaak potentiekaart
- creëren hoogstamboomgaardenreflex bij besturen en ontwerpers



We are in se

We houden het bestaande areaal hoogstamboomgaarden in Haspengouw &Voeren op semi-dynamische wijze in stand

- opmaak geïntegreerde inventaris
- hoogstamboomgaardenboekhouding
- Vlaams afwegingskader voor vergunningenbeleid
- handhavingsrichtlijn
- sensibilisering en educatie

ehoud

We zoeken oplossingen voor het voorkomen en bestrijden van moeilijk beheersbare ziekten en plagen



 stimuleren en voeren van onderzoek naar verspreiding van ziekten, ontwikkelen van resistente rassen en (natuurlijke) bestrijding

- onderzoek naar de rol van hoogstamboomgaarden in biologische ziekte- en plaagbestrijding
- ontwikkelen, kweken en aanplanten van virusvrij materiaal

 onderzoek naar de waarde van hoogstamboomgaarden voor het vervullen van maatschappelijke functies

 eigenaars vergoeden voor het leveren van maatschappelijke functies

We zetten hoogstamboomgaarden in als streekeigen oplossing voor maatschappelijke uitdagingen en wensen in Haspengouw & Voeren







- opmaak beheervisie voor verschillende beheervormen
- uitwerken minimumbeheernorm
- onderzoek naar en implementeren van geschikt beheersinstrumentarium
- aanmoedigen van multifunctionalitieit en combinatie van beheervormen
- maatregelen en oplossingen om de oogst te verzekeren
- structurele ondersteuning, financieel en technisch-inhoudelijk, van eigenaars en beheerders

- onderzoek naar de meest geschikte combinatie

- onderzoek naar de voordelen van hoogstam-

boomgaarden voor de commerciële fruitteelt

- educatie en sensibilisering van fruittelers, eigenaars

onderzoek naar de oorzaken van (veelvoorkomende)

eheer

We voeren samen een stimulerend basisbeleid voor hoogstamboomgaarden met gedeelde v<u>erantwoordelijkheid</u>



- uitwerken van een instrumentenkoffer
- oprichten van een hoogstamboomgaardenloket
- complementair maken van ondersteuningsmaatregelen
- verankering van stimulerende maatregelen voor onderhoud/beheer en traditioneel gebruik
- eenvoud, transparantie en van toepassing in heel Haspengouw
- ondersteunen van de fruitproductie



- projecten rond alternatief en sociaal gebruik van hoogstamboomgaarden
- projecten rond (alternatieve) economische invullingen en financieringsmodellen
- educatie- en sensibilisering ten behoeve van draagvlakverbreding
- stimuleren van gebruik van oude rassen en culinaire gebruiken

We voeren een aanvullend flexibel projectmatig beleid voor hoogstamboomgaarden





ziekten en plagen in boomgaarden

van beheermaatregelen

en beleidsmakers

positieve als negatieve effecten op de professionele (laagstam)teelt







Action programme

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





Various workshops to define desired actions and their feasibility









Some reflections

- ▶ Collaboration on different levels:
 - → Importance of declaration of commitment to get the political level involved (press attention)
 - → Every actor can use own instuments
 - → Level of publichabitants
 - → Problem of 'ownership' of the instrument/project
- ▶ Kind ofknowledge needed:
 - → Societal appreciation and needs
 - → Legal framework
- Implementation:
 - → Action Programme: not binding
- ▶ Integratelearning in process:
 - → Methodologyis 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 developping new policy instruments









The integration of Landscape in the Flanders Heritage Agency

Marc De Bie

Director Landscape Research Team Flanders Heritage Agency

