LP3LP
Landscape Policy for the Three Countries Park

Targeted Analysis 2013/2/21

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1. Executive Summary

" 'Landscape' means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors." […] "The aims of this Convention are to promote landscape protection, management and planning, and to organise European co-operation on landscape issues." (Council of Europe 2000)

Using the definitions and aims of the European Landscape Convention as an entry point, the LP3LP Project develops three key elements for the "Three Countries Park" (3LP) - an area located within the CBPMR (cross-border polycentric metropolitan region) of the Euregio Maas-Rhine: (1) The examination of its European identity, including regional and European challenges; (2) the design of a cross-border landscape perspective for its future development and (3) recommendations for the interface between the landscape perspective and EU policy.

By looking at the 3LP from a European perspective, 4 major challenges and their territorial dynamics become evident: (1) Acting between intensification of land use and economic diversification3LP (2) Climate change mitigation and adaptation (3) Demographic attractivity (4) Reacting on suburbanization and qualifying polycentric development. The comparison with 11 other CBPMRs reveals that 4 of them are facing similar challenges like the 3LP: Katowice-Ostrava (PL-CZ), Wien-Bratislava (AT-SK-HU), Lille metropolitan area (FR-BE) and the Greater Region (LU-DE-FR-BE) . Except for the first one, each show initiatives of cross border cooperation and landscape is mobilized more or less intensively as a lever of development.The 3LP is an area including the cities of Maastricht, Aachen, Hasselt, Heerlen and Liège on Dutch, German and Belgian territories. Its important landscape assets, originating from specific ecological conditions and a long occupation history, provide values for regional attractiveness. The 3LP also benefits from the coexistence of various cultural influences over time, as well as from a high diversity and contrast of landscape types including bocage, open fields, forested and urbanized parts. By evaluating these facts together with the help of the stakeholders, 5 core qualities of the 3LP landscape have been identified: (1) The diversified relief, (2) an abundance of water appearances, (3) a varied green character, (4) a polycentric settlement pattern and (5) its manifold cultural heritage. Regional policy, including tri- or bilateral cooperations (as typical for dynamic cross-border areas in Europe), have been particularly active in the 3LP since the end of the 20th century. A variety of informal projects, often based on European support, aims at enhancing such qualities, but also to preserve them from negative

influences such as haphazard agricultural development, flooding events, or suburban sprawl.

Looking for impacts on and support for 3LP landscape development from the EU level, the scientific ecosystem services approach, contained as a political concept in the initiative for a resource efficient Europe, serves as a key research element in this project for policy analysis and design. It allows a clear perspective on value-creation by ecosystems, processes and features in the landscape benefiting society and economy. European policy objectives in the fields of regional/ cohesion policy as well as environmental, cultural and economic sector policies are identified and interpreted in the light of ecosystem services with regard to general requirements they pose to the development of European landscapes. Three examples of such 'landscape demands' include (1) the provision of public goods (e.g. attractive landscape, farmland biodiversity, resilience to natural disasters) from the CAP, (2) the provision of area-wide water retention throughout the watershed from the floods directive or (3) the provision of site and resources for economic production and consumption or recreational opportunities for the regeneration of productive human labour force from the Europe 2020 strategy. Such demands are currently being considered regarding their synergetic relations for the landscape perspective in progress.

In Phase B, the aim of the 3LP landscape perspective is to give insight into the core qualities of the 3LP landscape and to provide a landscape framework for preservation and enhancement of the core qualities. It will also elaborate on the consequences and possible measures in relation to European territorial dynamics and landscape demands. Overall, three stakeholder workshops are dedicated to this phase, of which two have taken place at this moment. The first focused on landscape dynamics in the region by using results from the ESPON studies in the form of 3 storylines for regional design. Here, the stakeholders provided crucial information, including the increasing importance of farmers for landscape maintenance, dominance of urban over rural influences, uncertainty regarding the impact of energy transition, the integrative effect of cross-border water management, lack of public access to cultural heritage as well as from urban to rural areas and the dominant role of private land ownership in relation to landscape management. The second workshop focused on the landscape in greater detail at the scale of 1:50.000. First, a list of cross-border challenges, that were derived from core qualities, European territorial dynamics and landscape demands, was discussed. This list highlighted urbanization, the necessity for a recreational and tourist network, landscape management and attractiveness, the need for an ecological network and water management in relation to quality and

quantity. Additionally, energy transition and agricultural development were mentioned. Later, work groups reflected on possible measures related to challenges by focusing on example areas. Work in the next workshop will develop the landscape framework[1] and focus on the management of an attractive, diverse and historically rich landscape and a cross-border ecological network – dominating objectives resulting from stakeholder input, core qualities, European dynamics and landscape demands. Objectives related to agricultural development and energy transition will be considered. Overall, the landscape perspective will respond to larger areas within the 3LP with distinct identities, such as e.g. the *Heuvelland*, parts of *Haspengouw* or the *Jülicher Börde*.

In Phase C, the LP3LP project will focus deeper on policy recommendations in support of the landscape perspective and its European dimension. Results from screening of European support instruments suggest a focus on 4 funds related to the Europe 2020 Strategy, cohesion and regional policy as well as common agricultural and environment policy: (1) ERDF, (2) EAFRD, (3) EAGGF, and (4) LIFE. Thematic objectives from the Common Strategic Framework for Structural Funds and related investment priorities are identified to be linked to specific measures of the 3LP landscape perspective. With regard to regional development Integrated Territorial Investments are pointed to as interesting means for cross-border cooperation and governance. CAP measures for rural development such as agroforestry, payments for environmental and climate services, or quality schemes are highlighted in their potential support for implementation of future 3LP landscape policy, as well as the designation of 7% ecological focus area by farmers receiving direct payments.

Finally the concept of a 'landscape value chain' links the 3LP core qualities with European policy objectives using ecosystem/ landscape services to mediate between political demands imposed on landscapes and local supply by characteristic landscape features, patterns and processes. It is hypothesized that multifunctional landscape management – based on such a framework – can enhance value creation in landscapes and thereby ideally serve smart, sustainable and inclusive regional development, place-based policy integration and territorial cohesion.

[1] The landscape framework is the physical component of the landscape perspective.

2. Introduction: 3LP Project Area, Aims & Methodology

The 3 Countries Park (3LP) is an ongoing cooperation for cross border landscape policies, with a project area located in the heart of the Euregio Maas-Rijn. The latter is a CBPMR (Cross Border Polycentric Metropolitan Region) defined by the cities of Maastricht, Aachen, Hasselt, Heerlen and Liège (BE-NL-DE). Within Europe, the region can be regarded as having a special geographic setting. It is located at the verge of the European plains and average mountains, as well as at the confluence of major European road-, rail- and waterways as well as ecological corridors. Particularly, it is centrally located within a supra-regional network of urbanized areas including the German Ruhrgebiet, the Dutch Randstad or areas in Belgium such as Brussels. Also historically, the region has been a European node, for example with having been the center of the Carolingian Empire or the signing place of the Treaty of Maastricht. Internally, the region is characterized by a high variety of different landscapes, characterized e.g. by bocage (small scale hedge patterns), open fields, forested areas, wide valley floors or urban areas. As it is the case for any other CBPMR in Europe, the region's landscape assets provide a strong added value for regional attractiveness. Nevertheless, a cross-border perspective is required to respond to European challenges to its landscapes, such as those related to demographic attractivity, land use intensification and diversification, suburbanization, opportunities for polycentric development as well as for climate change mitigation and adaptation.

Led by such notions, the ESPON project "Landscape Policy for the 3 Countries Park" (LP3LP) is conducted by the three universities of Aachen (RWTH), Wageningen (WUR) and Brussels (ULB). Previous ESPON studies and results are used to place this region at greater depths in its European context and identify the potential effects and goals of EU policies. Also, the project takes stock of the unique regional capital and potentials inherent in the landscape, and summarizes it with five core qualities. This information is used to formulate and establish a shared vision on the future of landscape in cross-border collaboration resulting in a cross-border landscape perspective – supported by policy recommendations for the innovative preservation, development and management of the 3LP's landscapes.

The LP3LP project understands the 3LP as a cross-border testing ground for improving the effectiveness of European policy in relation to regional landscapes, and in this way, supports the Europe 2020 objectives for smart, sustainable, and inclusive growth as well as territorial cohesion goals. The project envisages a transferability of results by identifying the

general principles and measures from the landscape perspective and the policy recommendations. These, along with a reflection on the LP3LP project's own learnt lessons within its project development, will be distinguished according to applicability to (1) all European regions (2) other cross border regions or (3) to specific CBPMR with partially similar characteristics to the 3LP.

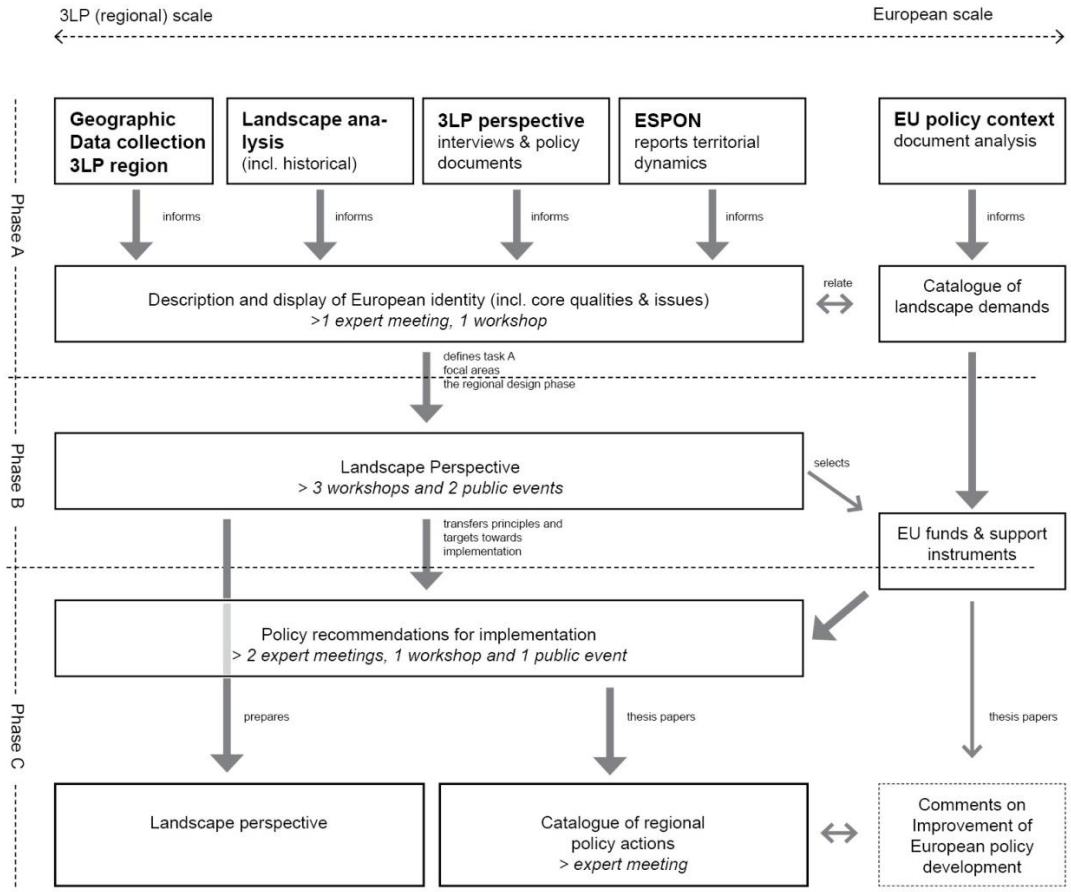

Fig. 1: Diagram of research approach and used methodologies.

Phase A of the project determines the particular identity of the 3LP in the European context. The use of ESPON studies and results informs about global challenges that may have an impact at the regional level along with comparisons with other European (cross-border) regions . At the same time, a review of European policy documents that may have a significant impact on both image and usage of landscape is carried on, in parallel with the stakeholders' existing (cross border) perspectives. In addition, an analysis of landscape developments at the 3LP level, based on regional data, is carried on and serves as a base for the next phase.

Phase B is dedicated to the development of the landscape perspective, nourished by themes and issues that arise in the previous phase. The

process is structured as an iterative design process and implemented through workshops with key territorial players. The first stage of the process gives the overall outlines of the landscape perspective; the second stage tests them in parallel with the first ambitions of the landscape perspective. Finally the third stage works on exemplary locations aiming to illustrate the possible implementation of the landscape perspective in different landscape situations within the Three Countries Park at a smaller scale (1:20.000).

Phase C is dedicated to the operationalization of the interface between landscape policy of 3LP and European Policies. Main policy documents in EU policy areas matching with themes of the 3LP initiative are analyzed with prospect to the period 2014-2020. In a first step policy objectives are interpreted with regard to the demands they impose on landscapes. In a second step, the European policy context as well as European funds and support instruments are investigated upon suitable means for implementation of the 3LP landscape perspective. Policy recommendations linking the European and regional 3LP scale will be derived in the form of thesis papers and discussed in expert and stakeholder meetings considering both a top-down and bottom-up path.

3. Phase A: the Analysis of 3LP Territory and its European Context

3.1. Landscape as an entry point

The European Landscape Convention (ELC) defines landscape as "*an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors*" (Council of Europe 2000). The ELC provides a first European-wide concept focusing on the quality of landscape protection, management and planning and covers the entire territory, rather than just landscapes with obvious or broadly renowned characteristics. Via the ELC, landscape can work as a common ground for enhancing cross-border development, economic attractiveness and respective coherence related to spatial development. Moreover, the ELC may complement worldwide heritage conventions, e.g. the UNESCO. Therefore, landscape has also become an effective lense for a global view of Europe and its unique varieties of different natural-, cultural potentials and the role of the stakeholders. In the framework of this project, considering the ELC at local level and using landscape as a medium for cooperation and identity within Europe will contribute to territorial cohesion.

Throughout Europe, two major conceptions of 'landscape' emerge (Donadieu and Perigord 2007). The first is the culturalist (or aesthetical) conception which belongs to human sciences. In this conception, territory is seen as the result of interaction between man and nature and emphasis is made on evolution of how landscapes are perceived, leading to the identification of historical, aesthetic and symbolic values of a landscape. The second is the naturalist (or functionalist) conception and is more related to the natural sciences (including geographical, environmental and eco-biological sciences). Here, the focus is made on the functioning of ecosystems. At the end of the 19th century, the culturalist approach is dominant whereas in the second half of the 19th a rising of ecological sensitivity, mainly in central and northern Europe leading to policies based on natural, environmental and ecological sciences can be observed (Donadieu and Perigord 2007). Culturalist and naturalist approaches tend to merge during second part of 20th century showing different conceptions of landscape over time (Conan 1994).

In parallel, during the first half of the 20th century landscape research sees a shift from regional monographic studies by geographers and historians toward transdisciplinary applied research that is mainly problem and planning oriented (Antrop 2004a, Donadieu and Perigord 2007). Landscape is increasingly put on the agenda and scientific information is

needed to support concrete actions and political decisions (even though practical application and implementation of research findings differ from one country to another) calling for an effective communication and cooperation between academics, practitioners and policy makers.
The above entails a new distinction between countries in terms of conception and management which is nowadays more to be addressed through top down and bottom up rather than naturalist-culturalist conceptions (Donadieu and Perigord 2007, Pedroli 2009). The top down approach analyzes national policy objectives related to landscape such as heritage policy, natural and cultural policies. Major results lead to the definition of specific and unique places to be preserved, often using classical tools: state instruments, centralized instruments and legislative instruments. In the bottom up approach, landscape is seen as a factor for improving quality of life and, where the whole territory is to be managed, leading to innovative tools: close to citizen, decentralized, incentive, oriented toward everyday landscapes. This trend is based on the OECD's "New Rural Paradigm". Some of these tools are associated with a shift from public services to the private or the voluntary sector in what has been termed the "Project State": multi-level governance, partnership approaches and the use of fixed-term projects as a vehicle for implementation (ESPON 2011).

Belgium, Germany and the Netherlands have different ways of considering landscape, both in terms of conception as well as in terms of integration in planning policies. Germany and the Netherlands are relatively close as both countries have a long tradition of considering landscape in planning practice and are in some way comparable to other countries such as Switzerland and nothern countries (Denmark, Sweden, Norway, Finland). For instance, landscape has a long tradition in Germany where the term was reframed 200 years ago by Von Humboldt (Totalcharakter einer Erdgegend: total character of a region) and introduced in planning policies at federal level in 1976 (Potschin et al. 2004). The Netherlands differ as it has a less naturalist oriented conception of landscape but a more integrated approach. Belgium committed to a consideration of landscape when signing the ELC in 2000 (Netherland signed it in 2005 and Germany has not). Its planning policy framework has not yet led to a strong integrated approach. However, this is counterbalanced by an increasing number of informal initiatives and policy support documents.

In consistency with the integrating definition by the ELC and the trend of merging culturalist and naturalist conceptions as well as top down and bottom up pathways, the term 'landscape' in this project is not only understood as the perceived sceneries and vistas of an area, but includes the physical-material features and processes that create them.

'Landscape' thereby encompasses rural areas, 'citiscapes' (urban & industrial areas) and 'waterscapes', as well as high-quality, ordinary and degraded landscapes (Committee of Ministers 2008, I.1.A). It provides not only the living surroundings of people (inhabitants and visitors) but also the habitats for species as well as metabolic environments for industries - and is vice versa shaped by all of these factors.

As a working definition for this project it is therefore suggested to conceive the landscape as (1) the concrete spatial-temporal expression of 'territory' and 'environment' showing a characteristic shape and individual history, and (2) a perceived area constituting common living & production space of human societies, their economies and other living communities (Brüll 2013), again in line with the ELC:

"*The concept of landscape in the convention differs from the one that may be found in certain documents which sees in landscape an "asset" (heritage concept of landscape) and assesses it (as "cultural", "natural" etc. landscape) by considering it as part of physical space. This new concept expresses, on the contrary, the desire to confront, head-on and in a comprehensive way, the theme of the quality of the surroundings where people live; this is recognised as a precondition for individual and social well-being (understood in the physical, physiological, psychological and intellectual sense) and for sustainable development, as well as a resource conducive to economic activity* (ibid. I.2).

3.2. European Challenges for 3LP / 3LP in ESPON studies

3.2.1. European identity of the 3LP: setting the scene

Since the last decades, globalization processes (climate change, economic crisis, energy paradigm, technological advancements in exploitation) often play against local specificities. One of the major consequences is a rapid change of landscape leading to loss of heritage values and identity of landscapes (Antrop 2004b, Council of Europe 2000). Changes concern specifically rural landscapes where a general decrease of importance of the primary sector and structural changes in agriculture and the increase in the mobility of individuals along with the increasing intensity of the urbanization process can be observed. And yet, it is mainly the traditional rural structures that form the great European landscapes and make them recognizable (Vandermotten et al. 2010, Lebeau 1986). Against this background, there is a collective demand, addressed to policy makers and planners that the consumption of space must respect landscape (Conan 1994). Moreover, the amenity quality of landscape (supported by an

increasing social demand) is destined to act as the main resource for rural areas development in the 21st century (Agnoletti 2010, Conan 1994, Domon 2011).
The European Landscape Convention tackles identity in its preamble by saying *"Aware that the landscape contributes to the formation of local cultures and that it is a basic component of the European natural and cultural heritage, contributing to human well-being and consolidation of the European identity*" (Council of Europe 2000). In Article 5 (General measures), the convention states that "*Each party undertakes 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"*. Many works have focused on the thigh links between identity and landscape (Pedroli 2000, Vandermotten et al. 2010) revealing the high complexity of the subject as it encompasses the connections between past and present, physical and cultural components. According to the project specifications, it is asked to focus on ESPON studies and results (specifically the EDORA project), a rich source of information as it brings scientific evidences of EU territorial dynamics. Using ESPON as a gateway for defining European identity of the 3LP helps reducing the complexity of the question as the identity of 3LP is therefore to be considered in terms of territorial (rather than landscape) issues. Basically, the questions to answer are: What are the territorial dynamics, occurring at European level, affecting the 3LP landscape? In what kind of EU territorial typologies does the 3LP fit, helping to understand how the 3LP is unique to the rest of Europe and what makes it similar to other regions?

Relevant ESPON reports have therefore been selected according to their relevancy in terms of landscape information. Research dealing with subjects that do not have direct impact over landscape have not been taken into account (for a complete list of selected projects, see the Inception report under Point 4).

3.2.2. How does ESPON inform us?

Results can be summarized as follow (for complete analysis, including maps see Annex I):

Acting between intensification of land use and economic diversification.

The 3LP area is embedded in four regions experiencing significant land use changes compared to the European average: an important share of the territories is seeing its land cover changing in addition with an increasing

intensity of the use of land. The sociological recomposition of the rural society brings new demands about their surroundings (cultural heritage, landscape and nature preservation and/or reconstitution, symbolic and historic meaning of the countryside, communication network, commuting facilities, provision of SGI, etc.). Land, landscapes, natural environment but also wider cultural and heritage assets become important factors of the local economy. However, the artificialisation of the land through urban residential or economic sites and infrastructure sprawl along with the standardization associated with globalisation, the modernisation of agriculture and of local industries endangers the landscape amenities and the supply of authentic experience of natural and cultural assets.

Climate change mitigation and adaptation

The interactions between climate change and European landscapes and ecosystems are numerous and complex. According to ESPON Climate, the 3LP is categorized in the regions having no or a marginal vulnerability to climate change, thanks to an overall low impact combined with a high capacity to adapt to climate change. Direct impacts of climate change on landscapes due to a higher probability of extreme climatic events are difficult to separate from normal climatic variations. However, the efforts to mitigate and to adapt to these changes by human action constitute a more quantifiable and direct consequence on landscapes. Most of the European countries have already developed a National Adaptation Strategy and many cross-border adaptation projects are focusing on two main issues: flood prevention and drought / heat waves. The adaptation measures are integrating actions in the water, built, natural and social environments. According to RERISK project, the 3LP is part of a region with a higher level of commuters, high levels of disposable income and industrialization, and a medium level of employment in industries with high energy purchase. An increase of the level of fuel cost in the future would modify the economic structure of the region.

3LP attractiveness and demography

The 3LP shows a demographic profile close to the European average: the age structure is slightly older, a stagnating natural population balance and a positive net migration rate are prevalent. Positive net migrations characterize many peri-urban regions in North West Europe and those affecting the 3LP are slightly positive. These dynamics are nevertheless to be embedded in local territorial context by activating proper assets, including landscape as it can play a more consistent role in the long term attractiveness of the 3LP. Territorial assets are obvious (environmental and socio-cultural capital), but a unified approach is necessary to enhance landscape management across the three countries.

Challenge of suburbanization and opportunities for polycentric development

The 3LP is impacted by urban sprawl, often linked to metropolisation process. The picture is nevertheless diversified, between a reurbanization in major cities and a counter urbanization in smaller ones. Even if the polycentric context is obvious (in terms of morphology), interactions between the three countries (measured by cross border employees) are weak.

Discussion

This chapter has provided knowledge based on ESPON results on the strength and weakness of the 3LP territory seen from a European perspective. In that respect, the LP3LP project is in line with the ESPON targeted analysis general objective. The usefulness of ESPON has been demonstrated as the 4 global dynamics (economic transition, energy paradigm, demography and attractiveness, metropolisation) will serve as a framework for elaborating the landscape perspective (phase B) and at the same time serve as an analytical support for mobilizing the appropriate EU documents and directives. There is nevertheless a gap between the concept of territory and the one of landscape as the latter includes other subjective elements (aesthetic, psychological…). In order to frame those additional elements, an expert meeting was organized, in collaboration with stakeholders.

3.3. Results of the expert meeting

An expert meeting (23th May 2012) was organized in order to elaborate a set of criteria and discuss about what is the European dimension of the 3LP landscape. It allowed to open a debate beyond the ESPON framework and provided an opportunity for a focused dialogue between practitioners and researchers from Belgium, Netherland and Germany. A particular attention was paid to the cross border polycentric metropolitan context of the 3LP and the integration of European challenges. The wide range of opinions expressed during the debate reveals the complexity of the notion of European identity. Many criteria, from global concepts to precise indicators, have been formulated. The following lines aim at synthesizing the information that came out during the day and do not intend giving a final definition. For operational purpose, a classification of cited criteria has been done, and leads to four categories: Heritage, Territorial dynamics, Perception and Challenges.

Heritage

That ensemble of criteria has been very abundantly commented during the expert meeting and covers the legacy of the past in relation with landscape:

- The natural heritage: *climate, geology, geomorphology, soils* (Loess area), *biodiversity*.
- The spatial heritage: *current spatial structures* and *relics and remnants of ancient spatial structures*, *the diversity* of spatial structures, the *open/close character* of landscapes.
- The cultural heritage: common historical background and common history have the power to shape global landscape identities. Coherent time frames like the Roman, Palladian, Carolingian periods have produced their legacy in terms of buildings, architectural styles, political systems, cities, road and fluvial network, borders, etc.

Perception

The identity of landscape, even if it consists partly of physical factors, depends also on intangible matters such as:

- *Values* transferred by people onto landscape supporting an European identity
- *Uniqueness of an area* (selling point) / *common features* shared with other European regions.
- *Education* (for a better cross border cooperation, for a better understanding of the cultural heritage of landscape)
- *Quality of life* and capacity to mobilize in order to protect, manage and plan that quality of life in relation to landscape. In the 3 LP area, with a history of heavy industries, that issue is very important.
- *Culture/language landscape*.

Territorial profile

The third main ensemble of criteria concerns territory and its dynamics that may affect landscape, in a positive or negative way:

- *Urbanization process* linked to demographical changes but also to economic activities like recreation, tourism, agriculture, etc.
- *Accessibility/connectivity* in terms of transport but also of services.
- Dynamics induced by the *economic competition and the related innovations*.
- Based on a dynamic territorial capital constituted by the tangible and intangible assets of an area, what are the best *opportunities to enhance a region's economic and physical health*?
- Dynamics related to the location of the area within the national and also European boundaries.

Challenges

The challenges that might affect landscapes or that can be tackled through landscape planning are the following ones:

- *Territorial cohesion*
- *Territorial governance*
- *Energy issues* (local production of energy, energy performance of buildings)
- *Climate change issues*
- *Landscape quality objectives*– territorial impulse based on the ELC
- *Landscape as framework for cooperation*
- *Quality of life and sustainability*

This classification needs nevertheless the following remarks to be formulated. First, the categories are closely linked, they are indeed interrelated and that interrelation is of paramount importance for a deep understanding of the complex notion of landscape. For instance, challenges are deeply connected with current territorial dynamics which are also deeply connected to heritage. Second, the criteria in themselves are also interrelated as, for instance, quality of life cannot be taken apart from natural and cultural heritage. Third, one criterion could be put in several categories. For example, quality of life can be attributed to perception but can be seen as a challenge. That latter point emphasizes the fact that choices have to be made when building the landscape policy. Those elements of definition (and in order to respond to the remarks formulated above) can somehow be linked together through two dimensions: time and scale.

The first dimension consists in a time trajectory: the actors of the territorial governance at the time present are bound to consider the heritage in all its dimensions, the current territorial dynamics and challenges in order to develop a territorial project anticipating the future. The time trajectory is a concept that came out several time and help confronting the 3LP to other EU regions. Landscape is therefore seen as a dynamic element and a platform for common consensus that should support implementation of development policies. Then, knowing where we come from and where we are, European identity orients the debate for a shared vision of the future. In other words, the time trajectory allows answering the questions: What is the origin of our landscape identity? How do we want to preserve and enhance that identity in order to improve the quality of life and foster local economy? What do we want to transmit to the future generations?

A second view that would sum up the views from the debate is the scale issue, which was tackled at two levels: European and 3LP. At EU level, the attempt to define the European identity focuses on the EU dynamics that affect 3LP landscapes in order to point similar regions. At a local level, 3LP shows a great diversity that might be in need of a common denominator that would unify the region.. In that perspective, several characteristics of the 3LP appear: fragmentations of landscapes and local feelings of belonging, multilevel governance, multilingual context, polycentric urban development and cross border relationships. The following diagram sum up how landscape was approached during the expert meeting. The specific dimension of identity appears in red.

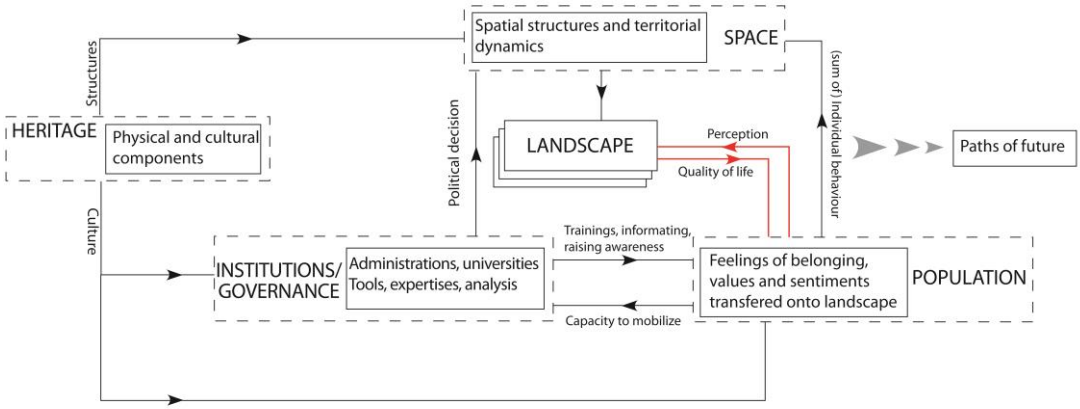

Fig. 2: Factors contributing to landscape identity

According to the experts, the European identity of the 3LP landscape goes beyond the territorial information given by ESPON. It appears nevertheless as a convenient concept to define identity as it encompasses not only physical elements of space but also spirituals, ideological and symbolic dimensions. A place with identity is indeed a place with a recognizable landscape, a place that presents a kind of uniqueness, reveals region's character and history and is perceived by specific group of people. Landscape uniqueness (identity) refers to the distinctive geographical expressions of its ecological, aesthetic, cultural and historical values (Terkenli 2004) and can be used as a platform for talking about identification processes to citizen, practitioners and political players. As constitutive elements and factors of territorial identities, landscapes are the media through which the existing and emerging identities of places and regions are generated, recorded, assumed and claimed (Roca *et al.*2008). As well resumed by Stobelaar and Pedroli (2011), landscape identity is the unique psycho-sociological perception of a place defined in a spatial-cultural space.

3.4. Comparing the 3LP with other cross border polycentric regions

The different components of the landscape identity are to be compared to other regions in Europe. According to the TPG, the purpose is twofold. First, learn from good practices and successful measures in terms of landscape management and see how transferable they are. That implies that the comparison must be carried on regions that acknowledge the value of their landscape and have initiated actions in order to manage it. Second, comparison allows the 3LP to find potential cooperation, useful for landscape policy implementation and funding. In order to improve the usefulness of previous ESPON results, the first step is to use other cross border polycentric metropolitan regions (CBPMR) as a base, in line with the ESPON METROBORDER (2011) and ESPON 1.4.3 (2007) projects.

Tab. 1: 4 European challenges of other CBPMR

Name of CBPMR	Challenge 1: Acting between land use intensification and diversification	Challenge 2: Climate change mitigation and adaptation	Challenge 3: Demographic attractivity	Challenge 4: Reacting on suburbanization and qualifying polycentric development.
Katowice-Ostrava (PL-CZ)	+++	++	++	+++
Wien – Bratislava metropolitan area (AT-SK-HU)	+++	+++	+++	+++
Lille transborder metropolitan area (FR-BE)	+++	++	++	+++
Copenhagen-Malmo (DK-SE)	++	++	+++	+
Nice-Monaco-Sanremo (FR-IT-MC)	++	+++	++	+
Saarbrücken – Forbach (DE-FR)	+++	+++	++	+++
Luxembourg metropolitan area (LU-DE-FR-BE)	+++	++	+++	+++
Basel (CH-FR-DE)	++	+++	+++	+
Strasbourg (DE-FR)	++	+++	+++	+
Genève (CH-FR)	+	++	+++	+

Within the 11 CBPMRs, 4 are experiencing similar territorial dynamics (i.e facing similar challenges to the 3LP): Katowice-Ostrava (PL-CZ), Wien-Bratislava (AT-SK-HU), Lille metropolitan area (FR-BE) and the Greater Region (LU-DE-FR-BE)[2]. Except for the first one, each show initiatives of cross border cooperation and landscape is mobilized more or less intensively as a lever of development. Wien-Bratislava a protected green open area between the two cities is used to decelerate urban sprawl while playing the role of link between the two cities. Lille metropolitan area, with the Deûle Park is in the same logic: the preserved area is the green lung of the city while connecting it to the mining basin conurbation. The Hainaut Cross Border Natural Park, embedded in the same polycentric system than Lille, aims at playing the same role but does not include the towns located in its circumference. The Greater Region shows an example of cross border collaboration through the implementation of the European Grouping of Territorial Cooperation Sarre-Moselle. Even if landscape is not specifically tackled in the strategy, it is integrated in some projects and plays a transversal role in terms of territorial marketing.

In addition, two polycentric (but non-cross border) cases that deal with an open rural area have been added: the Upper Veluwe (NL) and Central Tuscany Natural Park (IT). In the first case, the park functions as an isolate rejecting the urban structures on its periphery. This break occurs both institutionally and functionally. In the second case, the central rural area is used as a tool for the conservation of the (historical) polycentric structure of Central Tuscany by restoring the historical landscape, promoting peri-urban agriculture, and by developing tourism and local food-processing.

These cross-border examples, through the strategies that they have implemented, show that their main concern is mostly to deal with challenge 1 (land use intensification and diversification) and challenge 4 (reacting of suburbanization and qualifying polycentric development). Indeed, these territories focus on the right balance between urban and rural relationships, by decelerating the urban sprawl which is seen as the main threat for the territorial identity and inhabitants' quality of life. The issue is tackled through protection of open areas (Wien-Bratislava, Lille, Upper Veluwe) or by initiating or supporting economic and leisure activities in accordance with the rural profile of the region while at the same time considering landscape as an element of the dynamic (Central Tuscany and the Greater Region).

[2] Due to geographical proximity, the CBPMRs of Saarbrücken-Forbach and Luxemburg have been grouped together.

3.5. The development of the 3LP landscape

Abiotical landscape foundation

The 3LP landscape is situated between the plains of North West Europe and the middle mountains of the Ardennes and Eifel. The landscape slopes from its highest points in the South East to its lowest points to the North West and is criss-crossed by rivers and streams. Rivers have shaped and moulded the landscape into a hilly landscape with valleys, ridges and plateaus.

Due to the uplifting of the Ardennes Massif during the Pleistocene, the Meuse river slowly 'cut' its way through the sediments of the Tertiary, Cretaceous, and Carboniferious period, creating several layers of plateaus. In the middle and late Pleistocene a band of Loess, at some places 10 meter thick, was sedimented running from the South West (*Haspengouw*) to the North East (*Jülicher Börde*) of the 3LP area. The Meuse and its tributaries have further moulded the landscape creating river-valleys, ridges and dry valleys (Kerkstra et al 2007).

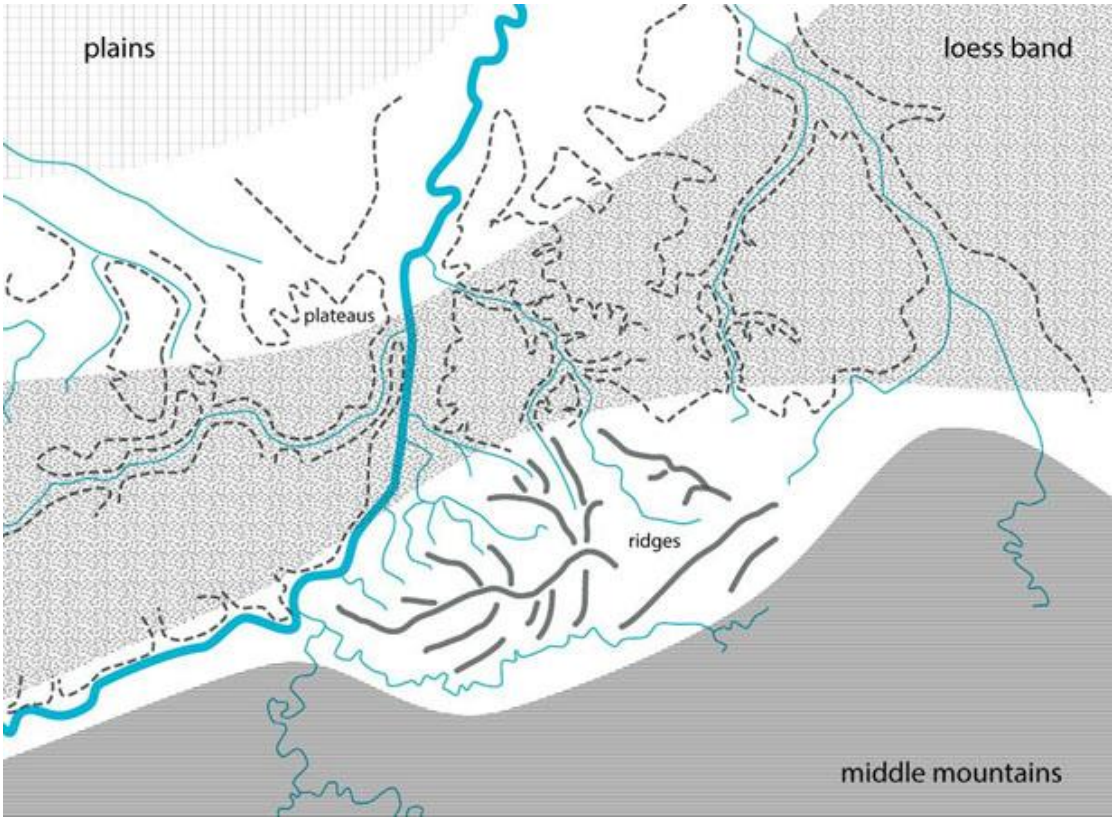

Fig. 3: Abiotic foundation of the landscape

Landscape occupation

The rich and continuous occupation history of the landscape has added substantial flavour to the landscape. Permanent settlement in the 3LP

area started in the period of 4500 BC, on the loess grounds near Aldenhoven, in the Meuse valley and in Haspengouw. These settlements drifted throughout the area based on agricultural needs (Leersen et al. 1994).

The Romans introduced connecting roads and more permanent settlements in the landscape. The first expeditions of the Romans to the region were in 57 BC, putting it soon afterwards under permanent Roman rule. Tongeren (Atuatuca) was undoubtedly the most important city in Roman times. Other cities dating back to Roman times are Maastricht (Moasae Trajectum), Heerlen (Coviovallum), Aachen (Aquae Granni) and Jülich (Iuliacum) (Leersen et al. 1994). The Roman influence gave an impulse to agriculture in the area, especially in the loess area many villae were set up functioning as centres for agricultural production and cattle breeding. The Roman influence lasted till around 350 AD (Ubachs 2000).

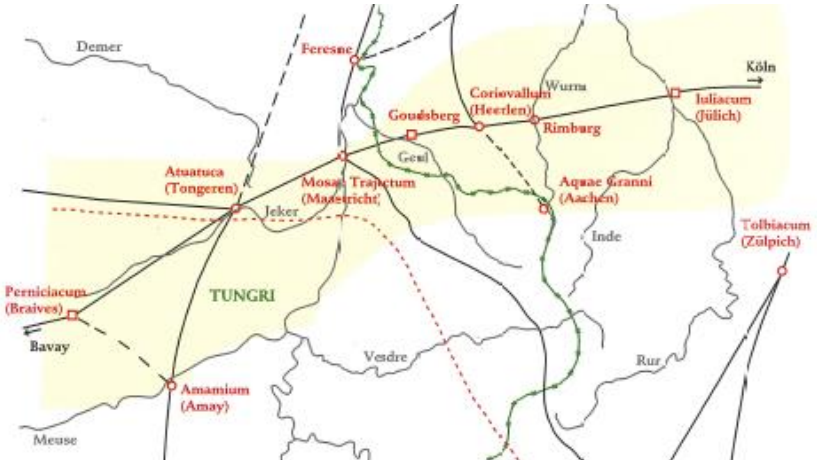

Fig. 4: Map of 3LP area in Roman times (Source: Leerssen, et al (1994) Historische doorkijk op het MAHL-gebied, p.12)

In the period between 750 and 850 the area was the prominent region of Europe. It was the centre of the kingdom of Charlemagne, the Frankish king who expanded his kingdom over extensive parts of Europe. Although the kingdom was divided over and over again in the period that followed the rule of Charlemagne, the region developed a new base for economic, religious and cultural development (Leersen et al. 1994).

This started to change around 1150. In the following period the area lost its prominent position. Quarrels and disputes over power, influence and land - between landlords but also between civic and spiritual leaders - as well as changes in trade and industry caused a patchwork of principalities, counties and dukedoms. Although changing over time and enjoying periods of relative prosperity and rest, this patchwork lasted until 1795 (Leersen et al. 1994). Many castles, monasteries and estates in the current landscape testify of this period in time.

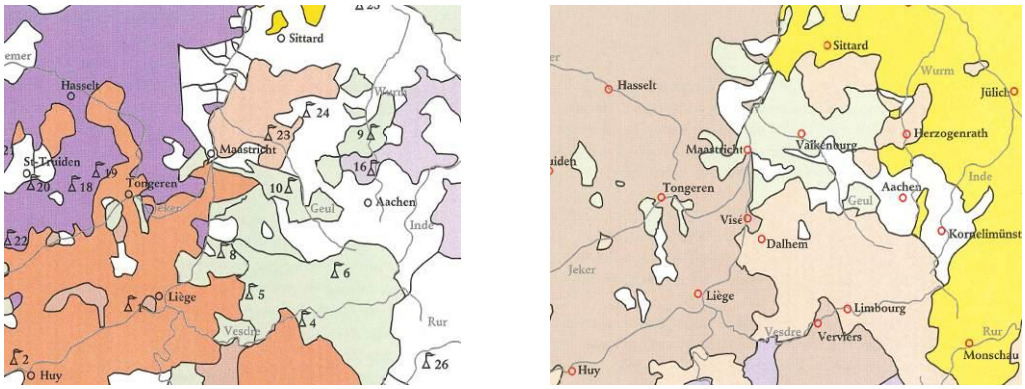

Fig. 5: 'Patchwork' of principalities, counties and dukedoms around 1300 (left) and 1785 (right) (Source: Leerssen et al (1994) Historische doorkijk op het MAHL-gebied, p.18, 34)

Agriculture in the area remained largely self-sufficient in the middle ages. In Haspengouw woad and weld was produced as dying material – blue and yellow - for the textile industry and in the late Middle Ages fruit growing – apples and pears – increased in the region. Each farm had some livestock for manure and production of milk and meat (Ubachs 2000).

In the course of the 16th century parts of the regions began to specialize in agricultural production. In Haspengouw farmers started to grow barley for the breweries in Leuven and Hoegaarden, in the 'Pays de Herve' cattle breeding increased, allowing farmers in South Limburg to trade their surplus of corn to the Aubel market (Ubachs 2000). This specialization probably marks the start of the development of the bocage landscape in the 'Pays de Herve' as hedges and wooded banks were needed to keep livestock in and wild animals out.

Fig. 6: Bocage landscape with hedges

In the 18th century large scale cultivation of heathlands started, due to population growth. Some areas with poor soil conditions not fitted for agricultural use, or relatively inaccessible areas like steep slopes became or remained forested.

The integration of Belgium and the *Rheinland* in the French Republic in 1796 ended the political patchwork situation. At first this seemed to develop new opportunities for economic development of the region. The oldest machine factory of Western Europe was founded in the region and several early mechanical experiments in the textile industry and coal mining were started here. The treaties of Vienna (1815) and London (1839) however divided the region over three nation states, Germany, the Netherlands and Belgium, also introducing further development of the area within the perspective as hinterlands of these three nation states (Leersen et al. 1994).

Around Liège and in the Northern part of the 3LP landscape, in the zone from Hasselt/Genk to Maasmechelen, Sittard/Geleen, Heerlen, Kerkrade, Herzogenrath, Aachen, (coal) mining developed at the end of the 19th and in the 20th century. This gave an enormous impulse to the urban development, related to the mining industry. It also left some significant artificial mounts in the landscape. Industrial development impulsed urban development in the 3LP region further more with specialisation like ceramics in Maastricht and textile industry in Verviers (Leersen et al 1994). This resulted in a substantial urban development of the region, turning large parts of the rural landscape into a polycentric urban structure (Bosma 1993). Today, this process of suburbanization is still going on in many parts of the region although demographics are changing, and population is shrinking in other parts of the region.

Fig. 7: Artificial mount created by the mining industry

During the French period farmers became more independent of landlords and received more freedom to choose crops and in the management of their farm. This opened up the way to new ways of farming and innovations. Agricultural production though was still depending on available manure and animal power. Villages on the agricultural plateaus where therefore surrounded by a ring of grasslands and orchards, fenced with hedges, used for cattle grazing. A second big turn for agriculture came at the end of the 19th century with the introduction of artificial fertilizer, making crop production independent of the available manure. During the 20th century agriculture production further specialized and

increased due to further mechanisation and technical development (Ubachs 2000).

Fig. 8: Villages surrounded by grasslands and orchards (topographical map 1850)

The introduction of barbed wire, also at the end of the 19th century, diminished the need for hedges and wooded banks to keep the livestock in and the wild animals out, causing hedge to lose their functionality and the bocage landscape slowly to erode (Dirkmaat 2006). Further specialisation, increased accessibility and mobility in the 20th century introduced the still on-going enlargement of farms, scaling-up of agricultural production and industrialization of farming activities. This is reflected in the landscape by large-scale plots – especially noticeable in the *Haspengouw* and *Jülicher Börde*.

Fig. 9: Eroded bocage landscape

Landscape types

The developments described above resulted in a hilly landscape, crisscrossed by several valleys, streams and rivers, with a polycentric urban structure surrounding an attractive green cultural landscape. This attractive landscape nowadays has not only an agricultural function, but is

also enjoyed by tourists, used for outdoor recreation and attracts urban dwellers to live in the countryside (Projectgroep Drielandenpark 2003).

Based on the characteristics of the landscape described in the landscape analysis a map has been made for the region identifying seven different landscape types. This classification is based on difference in relief, the scale in the landscape and the main land use in the area.

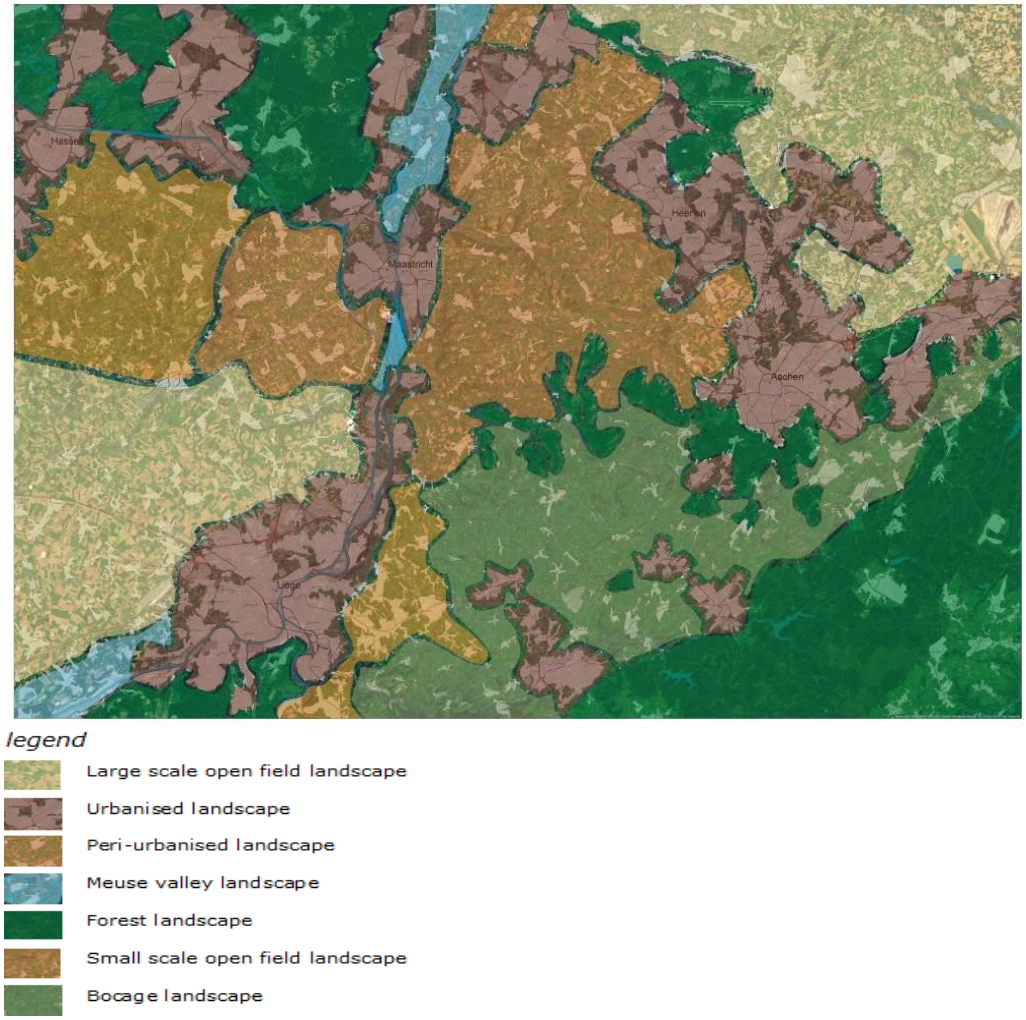

Fig. 10: Landscape types 3LP region[3]

Each landscape type has a set of distinct characteristics within of the 3LP region. Table 1 gives the characteristics per landscape type.

[3] The map still might change due to new insights and remarks made during the workshops (see Point 4)

Tab. 2: Characteristics per landscape type

Large scale open field landscape	– Loess plateau with gentle slopes and few streams crisscrossing – Villages and scattered farms – (Standard) orchards – Large scale agriculture, arable lands – Castles, estates, monasteries, historic farms
Urbanised landscape	– Historic city centres with manifold cultural heritage – 20th century urbanised areas – Industrial sites – Industrial heritage – Urban green – Pockets of historic agricultural landscape
Peri-urbanised landscape	– 20th century sub-urbanisation interwoven with a small scale open field landscape or Bocage landscape
Meuse valley landscape	– River landscape bounded by slopes – Excavation areas (gravel and sand) – River related infrastructure (harbours) – Villages – Arable lands, pastures, standard orchards
Forest landscape	– Hilly forest landscape
Small scale open field landscape	– Loess plateau with relatively many streams and dry valleys crisscrossing – Open arable land on the plateau with broad views on the surrounding – Green a-symmetric valleys, gentle slopes used as pastures/meadows, steep slopes with forest or as pasture land with lynchets (wooded banks on hillside) – (Standard) orchards – Villages in valleys and on plateaus – Castles, estates, monasteries, historic farms
Bocage landscape	– Hilly pasture landscape with many relics of hedges – A-symmetric valleys with gentle slopes as well as steep forested slopes. – Villages and scattered farms – Castles, estates, monasteries, historic farms

The landscape types can be divided further when taking a closer and more detailed look. This is illustrated by Figure 11 showing a composed picture of landscape classification maps of previous landscape studies, done on parts of the 3LP landscape.

The landscape studies also demonstrate differences in the view on landscape relating to the different landscape traditions in the respective countries (see also chapter 3.1 in this report). The Dutch study on the South Limburg landscape (Kerkstra et al 2007) for example shows an integrated cultural-natural approach dominantly based on the geomorphological structure in the landscape and gives little attention to urbanized parts of landscape, whereas the *Atlas des Paysages de Wallonie* (2008/2009) includes urbanisation patterns when discriminating districts in the landscape.

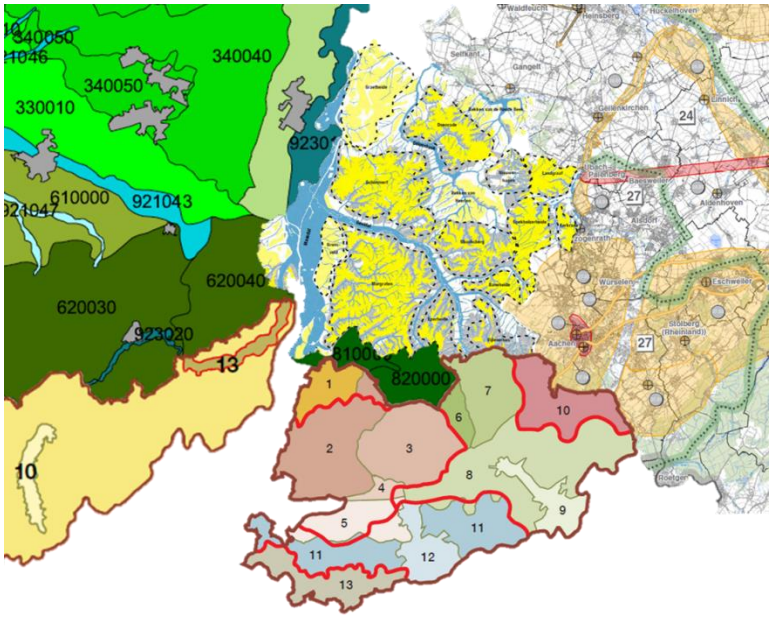

Fig. 11: Composition of maps from previous landscape studies on parts of the 3LP landscape[4]*.*

Each of these landscape studies has made a more detailed analysis of the landscape at hand as well as the problems and issues in this landscape. All of the landscape studies have formulated detailed landscape objectives per landscape unity. The *Atlas des Paysages de Wallonie* (2008) for example gives for the *Central Basin of the Pays de Herve* (pink area nr 3 on the map of Figure 11) the following landscape objectives:

- Protecting the remaining elements of the hedge landscape (dispersed settlements; hedge networks, standard orchards);
- Restoring the hedge networks, with priority for the least damaged parts, slowly expanding these areas;
- Directing urbanisation, especially around Aubel, Thimister and Charneux, in order to preserve the historic village structures and the scattered settlement structure;
- Avoiding settlement development on the surrounding hill ridge, a sensitive area from landscape perspective;

[4] Previous landscape studies used of this figure:

Antrop, M., V. van Eestveld, J. Janssens, I. Martens, S. van Damme (2002). *Traditionale landschappen van het Vlaamse Gewest*, Gent

Cremasco, V., A. Doguet, N. Feremans, C. Neuray, T. Pons and C. van der Kaa (2008). *Landschaftsatlas Wallonien, Das Weser-Maas-Land*.

Kerkstra, K., P. Vrijlandt, H. de Jong, J. Houwen (2007). *Landschapsvisie Zuid Limburg*, Maastricht/Wageningen.

Landschaftsverband Westfalen-Lipp and Landschaftsverband Rheinland (2007). *Erhaltende Kulturlandschafstentwicklung in Nordrhein-Westfalen*, Münster/Köln.

Witte, C. de, C. Neuray, M. Nielsen, T. Pons, C. vand der Kaa (2009). *Atlas de Paysages de Wallonie, 2. Les Plateaux brabançon et hesbignon*.

- Supporting the planting of new standard orchards and their maintenance;
- Reorganizing the existing road structure and preservation of field paths.

A summary of the Landscape objectives of these landscape studies can be found in Annex IV.

3.6. Stakeholder perspectives: Core qualities of 3LP

In order to obtain an evaluation of landscape characteristics in form of "core qualities", several elements were combined: the identification of valuable landscape assets in previous landscape studies on parts of the 3LP area (see 3.2), a series of interviews with stakeholders/elements of the discussion in the workshops (see 4.1) and a GIS data synchronization and analysis. (see also maps in Annex XII) Consequently, the core qualities of the 3LP landscape were identified as 'they are perceived by people' – the stakeholders in this case - following the ELC definition of landscape. Five core qualities of the 3 LP landscape can be described as follows:

1. The diversified relief - originated by the positioning of the region between the plains and the middle mountains, and the crisscrossing of water streams – is one of the dominant features and core qualities of the landscape.
2. The abundance of water appearances is also recognised as a characteristic and core quality of the area. These appearances relate to the various streams, rivers, creeks, springs, ponds, artificial lakes, water castles etc.
3. The forest on steep slopes, less fertile grounds and the wettest areas, as well as the half natural grasslands - especially the lime based grasslands in Haspengouw, Mergelland and Voerstreek – hedges, standard orchards, hollow roads, lynchets give the area a varied green character. Added to this, caves, mines and quarries give habitats to bats, reptiles, birds of prey and amphibians, and the arable lands provide hatch areas for birds and are the living environment for the hamster.
4. The polycentric urban structure as well as the positioning of the urbanised areas ensures the proximity of urban and rural areas, making the polycentric settlement pattern a core quality of the region.
5. The rich history of the region has resulted in a cultural landscape that has partially kept the structure and characteristics of the

medieval landscape with a manifold cultural heritage consisting of castles, estates, monasteries, convents, farms, villages together with more recent heritage like mining colonies and industrial heritage sites.

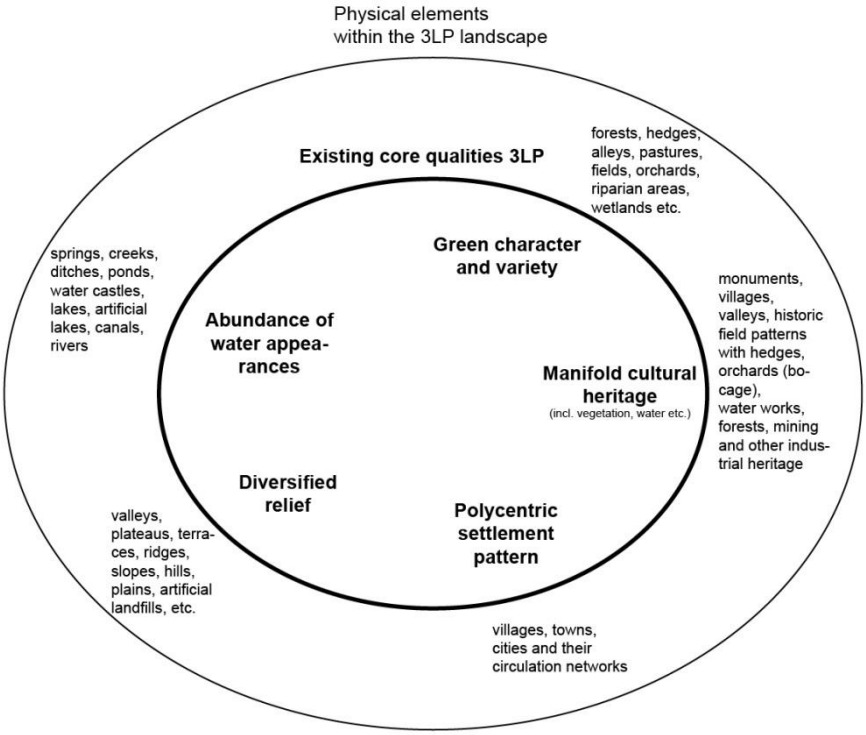

Fig. 12: Mental map of the 5 core qualities and their physical elements.

The following table describes the appearance of the core qualities in the seven landscape types of the 3LP region. A series of images that illustrate the appearance of the core qualities in the 3LP region can be found in the appendix under Annex V.

Tab. 3: The appearance of the core qualities in the landscape types of the 3LP

	Diversified Relief	**Water appearances**	**Green character**	**Polycentric settlement pattern**	**Cultural heritage**
Large scale open field landscape	- Loess plateau with gentle slopes - Open arable land on the plateau with broad views on the surrounding	- Few streams crisscrossing	- Small pockets of forest	- Villages and scattered farms - Villages surrounded by orchards and house meadows fenced with hedges	- Standard orchards Castles - Estates - Monasteries - Historic farms
Urbanised landscape	- Hilly structure - (River) valleys - Artificial mounts (mining)	- Meuse river - Small rivers and streams crisscrossing - Artificial ponds	- Urban green - Pockets of cultural landscape	- Urban centres - 20th century urbanised areas - Industrial sites	- Historic city centres - Castles - Estates - Monasteries - Historic farms - Industrial heritage
Peri-urbanised open field landscape	- Loess plateau with gentle slopes	- Small rivers and streams crisscrossing - Artificial ponds	- Pockets of cultural landscape	- 20th century sub-urbanisation patterns	- Historic villages - Standard orchards - Castles - Estates - Historic farms
Meuse valley landscape	- Broad river valley bounded by slopes	- Meuse river - Excavation areas (gravel and sand)	- Arable lands - Pastures, - Orchards - Wetlands	- River related infrastructure (harbours, bridges)	- Historic villages - Standard orchards - Estates - Historic farms
Forest landscape	- Hilly landscape	- Springs and creeks	- Different forest types		
Small scale open field landscape	- Loess plateau with a-symmetric valleys - Open arable land on the plateau with broad views on the surrounding - dry valleys	- Several small rivers and streams crisscrossing	- Green valleys - Gentle slopes used as pastures or meadows, - Steep slopes with forest or as pasture land with lynchets (wooded banks on hillside) - Wetlands in valleys	- Villages in valleys and on plateaus - Villages surrounded by orchards and house meadows fenced with hedges	- Small scale open field landscape - Historic villages - Standard orchards - Castles - Estates - Monasteries - Historic farms
Bocage landscape	- Hilly ridge landscape with a-symmetric valleys - Ridges with broad views on the surrounding	- Several small rivers and streams crisscrossing	- Pasture landscape - many (relics of) hedges - Green valleys - forested steep slopes - Wetlands in valleys	- villages - Scattered farms - sub-urbanisation close to major settlements	- Bocage landscape - Historic villages - Standard orchards - Castles - Estates - Monasteries - Historic farms

3.7. Stakeholder perspectives: Regional policy initiatives

The 3LP is an on-going initiative, which aims at the development of a trans-national landscape park in one shared vision through cross-border collaboration. In 1993, the 3LP was mentioned in the MAHL[5] perspective, a cross-border spatial development perspective focusing on the urbanised area of the Euregio Meuse-Rhine.

In 2003 a more detailed development perspective was created for the 3LP, with the ambition to elaborate on the themes in later stages and formulate cross-border realization projects (Project Group Three Countries Park 2003).

The basic principles for the 3LP that were mentioned in the 3LP development perspective are (Project Group Three Countries Park 2011):

- The 3LP is an open space accessible to everyone.
- The 3LP is located on a crossing of ecological connections with a European significance.
- The cultural history, natural environment and the landscape are leading to new developments.
- The 3LP is not uniform, it manifests in a diversity of forms, spatial functions and activities.

The main themes within the 3LP initiative are (Project Group Three Countries Park 2011):

- Management and restoration of (natural) water systems
- Ecological structure within the 3LP and the connection to large scale nature areas on the borders of the area
- Preservation, conservation and development of cultural landscapes, and historic buildings and sites
- New perspectives on sub-urbanisation around villages in the inner area of the 3LP
- Develop prospects for environmentally friendly agriculture and cattle breeding, including its related regional products
- Enhancement of touristic / recreational structures and amenities
- Green climate buffers, with forestry and recreational amenities around the urban fringes
- (New) Quality of life in the rural areas

5 The MAHL region: the cities of Maastricht, Aachen, Heerlen, Liège and Hasselt/Genk (MAHL 1993).

In the first phase of the 3LP initiative from 2001 until 2005, the 3LP received Interrreg IIIa funding via the Euregio Meuse-Rhine. In a next stage, the cooperation continued and developed several projects, e.g. Aquadra (Interreg IVb in 2009) or Habitat Euregio (Interreg IVb in 2010).[6]

A broad range of informal projects with direct impact on landscape was identified. For non-cross border projects, only those with cross-sectoral activities at the landscape scale were selected. (For descriptions, see Annex III):

Cross-border (3LP and other)

- *Aquadra (2009-2012)*
- *Habitat Euregio (2010-2013)*
- *Grensschap Albertkanal (NL-BE)*
- *Via Belgica (2005-ongoing, NL)*
- *Grensroute (2008, NL-DE)*
- *The Euregionale 2008 (2002-2008), example Wurmtal project (2002-2008)*

Province Limburg/NL

- *The Landscape Vision South Limburg (2004-ongoing activities)*

Städteregion, Stadt Aachen and NRW/Germany

- *Indeland (2008-ongoing)*

Province of Liège/Wallonia/BE

- *Pays de Herve – Futur (1999-ongoing)*

Province of Limburg/Flanders/BE

- *St. Pietersberg (2002-ongoing)*

Hence, additional stakeholders for the LP3LP project could be identified, which have been already integrated into the LP3LP work process e.g. through attending workshops (e.g. *Aquadra, Pays de Herve Futur, Regionale Landschappen Haspengouw en Voeren* and *Kempen en Maasland*). The territories of the analyzed projects are shown in the below map of the 3LP.

6 The ESPON funded project LP3LP is also an offspring of the on-going crossborder cooperation within the Three Countries Park initiative.

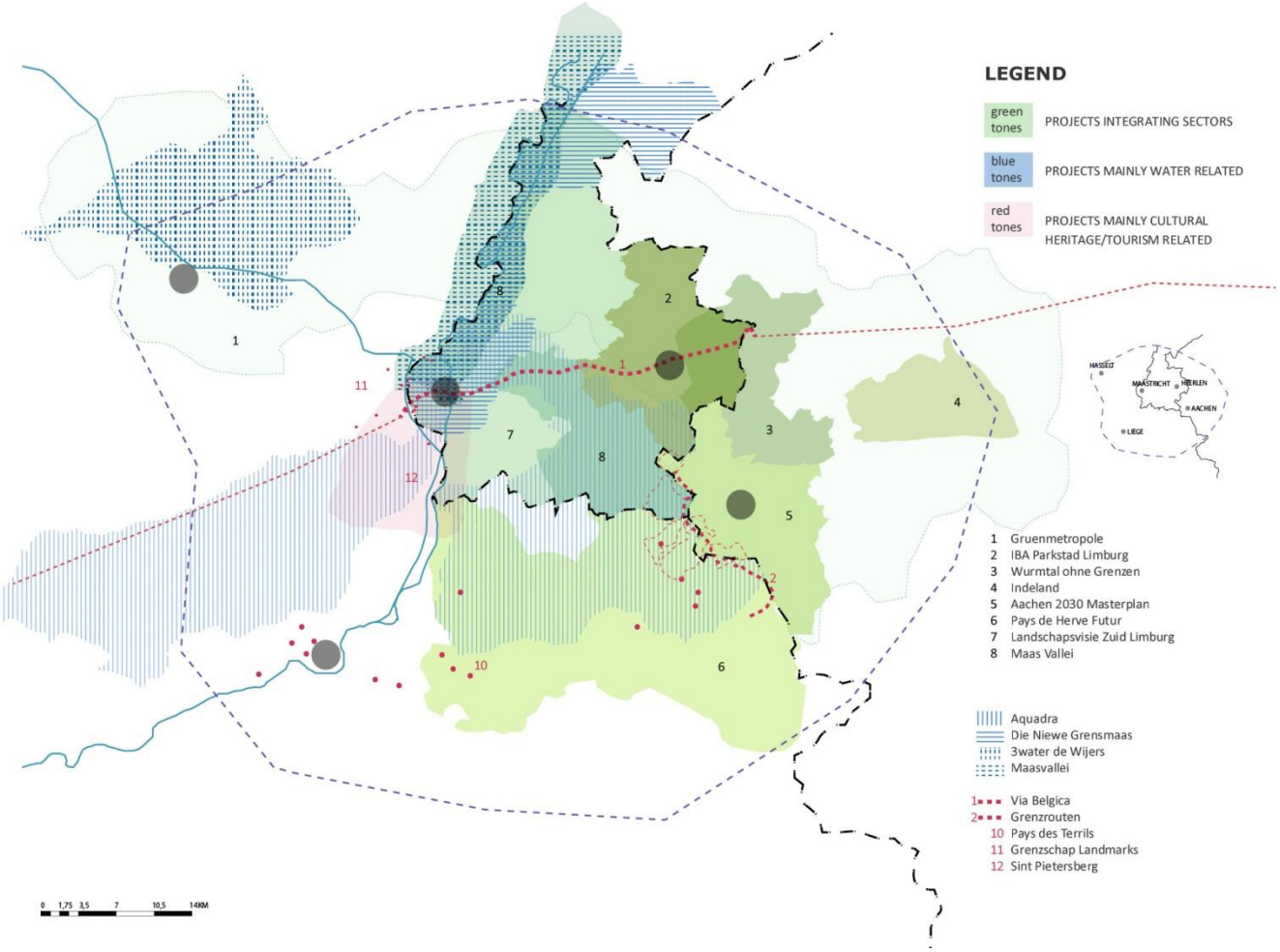

Fig. 13: The territories of the regional policy initiatives. The websites of the stakeholder projects provided the sources for creating this map.

Conclusion:

- Informal projects seem particularly important means to initiate innovation and sustainable development in a cross-border area like the 3LP, since governance and formal planning have different proceedings and paradigms in each of the 3 countries.
- It has become evident that the majority of cross-border projects is enabled by European funding (e.g. Interreg).
- The 3LP initiative can provide a platform for not yet integrated individual projects, e.g. related to cultural heritage or agriculture.
- The integration of market actors such as from the agriculture, forestry, tourism and energy sectors into the landscape perspective of the 3LP project seems to offer a large potential, for example towards achieving ecological benefits such as soil or habitat quality, but also regarding an overall attractivity of the landscape. At this stage, no stakeholder project with a significant impact e.g. on the

development of agriculture or forestry at a larger (i.e. landscape scale) has been identified yet.

- If the aim of the LP3LP project is to direct its proposals towards realization with follow up projects, it may be meaningful to envisage a supranational institution at regional level that could coordinate such actions – as well as an overall project format that could catalyze ongoing and new projects within a relatively short time frame (a few years) in order to foster synergetic effects. An example for this is the *IBA Emscher Park* (1989-1999) or the *Regionale Köln-Bonn* (2010). Although setting up institutional structures is not in the scope of the LP3LP project, this aspect will be considered in future work on policy recommendations (see chapter 7).

3.8. European policy context with regard to landscape

A central aim of the project is to give recommendations on policy options for landscape development at the interface of European policy and regional policy in the cross-border context of territorial cooperation (NL-BE-DE) in the 3LP region. Therefore it is necessary to understand the European policy context relevant for landscape development for the period 2014-2020 and beyond. Since European policy is very complex, policy areas have been selected at the beginning of the project matching with the themes of the development perspective of the Three-Countries-Park (Figure 14). In order to not neglect important policy areas with impact on landscape, these have been cross-checked by consulting the Fifth Cohesion Report (European Commission 2010c), which discusses territorial impacts of different European policies. As a result energy and climate policy have been added, which are not specifically addressed in the 3LP development perspective, but are high up in the European political agenda.[7]

The political context on the one hand - more or less intentionally - imposes demands and risks on landscapes and on the other hand gives support to regional and local policy which can be used for high-quality landscape development. Therefore, in a first step, political requirements to landscapes and their development are investigated in the following chapter 3.8.1. In a second step, instruments to support regional cross-border landscape policy are analysed in chapter 5.

[7] Energy policy is called 'spatially blind', which means that the policy itself does not differentiate between different European territories. But it is acknowledged, that it can have a high influence on territory especially with regard to renewable energies.

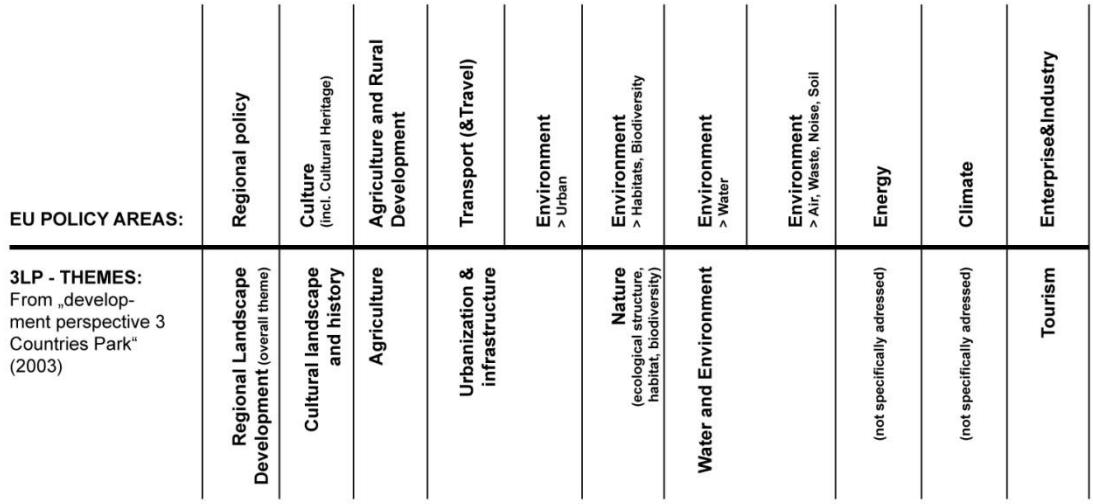

Fig. 14: Correspondence of EU policy areas with themes of 3LP development perspective.

3.8.1. EU Regional/ Cohesion policy and overall strategic policy orientation

Europe 2020 Strategy and a resource efficient Europe

As a response to the financial crisis, the Europe 2020 strategy (European Commission 2010b) defines three priorities for political action: smart, sustainable, and inclusive growth. It therewith aims to coordinate and concentrate all political efforts in an overarching strategy towards economic growth and job creation. 'Smart' refers to an economy based on knowledge and innovation as drivers of future growth, 'sustainable' refers to a more resource efficient, greener and more competitive low-carbon economy and 'inclusive' refers to a high-employment economy delivering economic, social and territorial cohesion. Five indicators/ headline targets represent the 3 priorities and their success[8]. Seven flagship initiatives have been set up to catalyze progress[9].

In this project it is hypothesized that landscape, with its ecosystems, characteristic features, processes and qualities, lays the foundation of economic and social activities: (1) Landscape provides the ground for

[8] For 3LP landscape development the climate & energy targets of 20% greenhouse gas emissions reduction and 20% of energy from renewables as well as eventually the employment and R&D targets of 75% of the 20-64 year-olds to be employed and 3% of the EU's GDP to be invested in R&D seem to be the most relevant. For further information see http://ec.europa.eu/europe2020/europe-2020-in-a-nutshell/targets/index_en.htm

[9] For 3LP landscape development the flagship initiative 'Resource efficient Europe' seems to be the most interesting as well as eventually the flagship initiatives 'Innovation Union', 'An industrial policy for the globalisation era, and 'An agenda for new skills and jobs', for further information see http://ec.europa.eu/europe2020/europe-2020-in-a-nutshell/flagship-initiatives/index_en.htm

smart growth: The recreational quality of landscapes is indispensable for maintaining labour productivity, especially the regeneration of 'smart capabilities' such as attention, motivation, inspiration and concentration etc. Furthermore, an attractive landscape (including urban cityscapes) offering a high quality of life could attract highly skilled professionals in a region (see also territorial dynamic 3 described in Annex I). (2) Landscape forms the basis of sustainable growth: it provides the sites and resources - renewable and non-renewable - necessary for economic production and consumption. (3) Landscape also largely contributes to inclusive growth: It provides identity and a sense of belonging, which supports social and territorial cohesion especially in a cross-border context such as the 3LP. Thus, the landscape offers a large portion of territorial capital. Vice versa, the objectives of the Europe 2020 strategy presuppose respective properties of landscapes as listed in Table 4.

Uncontrolled economic and urban growth, however, increasing the demand for sites and resources, pose major threats to the landscape and its qualitiesA growth policy on the one hand – typically measured by economic indicators- needs thus to be balanced with a policy maintaining, improving and restoring environmental quality/ landscape quality – as both a domain of quality of life and matrix for economic activities – equally to be measured with appropriate indicators. The Flagship initiative 'A Resource-efficient Europe' (European Commission 2011a) is of high importance for landscape development in this regard, since it attempts to decouple economic growth from environmental degradation and to coordinate sectoral policy initiatives in the fields of climate, energy, transport, industry, raw material, agriculture, fisheries, environment and regional development. The corresponding 20/20/20 headline target (reducing greenhouse gas emissions, increasing the share of renewables and energy efficiency), however, reduces policy success in this field to the climate and energy sectors, which would not adequately represent efforts in sustainable landscape development. Its indicators "*do not capture some important adverse consequences to our economy, health and quality of life, for example factors such as inefficient land use, low water quality and availability, waste, air pollution, and losses of ecosystem services, fish stocks and biodiversity. Taking these into account would reinforce exploiting new sources of sustainable growth and strengthening competitiveness in the longer term*" (European Commission 2011f, 20). The Roadmap to a Resource Efficient Europe[10] therefore proposes "a *'dashboard' of indicators on water, land, materials and carbon and indicators that measure environmental impacts and our natural capital or*

[10] Sectoral policy initiatives mentioned in the Roadmap to a Resource Efficient Europe are included in the analysis of subchapter 3.8.2.

ecosystems" (ibid. 21). Worth noting here, is especially the ecosystem services approach, which may serve as a pillar for environmental/ ecosystem accounting. It is picked up in this study for further policy analysis (chapter 3.8.2) and policy recommendations (chapter 5.3). Overall, regional policy as an investment policy will be the main policy for delivery of the Europe 2020 Strategy. Potential opportunities it provides for regional landscape policy are analyzed in chapter 5.

Territorial Agenda 2020

The Territorial Agenda 2020 (TA 2011) is an initiative by the European Ministers responsible for Spatial Planning and Territorial Development. It is meant to complement Europe 2020 and to give it a territorial dimension especially with regard to the goal of 'territorial cohesion', which was added to the traditional overarching policy goals of economic and social cohesion by the Treaty of Lisbon (TEU 2010, Art. 3) and should be supported by all policy sectors (TFEU 2010, Art. 174, 175). Territorial cohesion relates to reducing disparities between the levels of development of the various regions and strengthening their individual potentials. The basic idea behind is that all EU citizens and enterprises should have equal opportunities irrespective of where they live and are located. The TA defines six priorities for the territorial development of the European Union and its regions:

1. Promote polycentric and balanced territorial development
2. Encouraging integrated development in cities, rural and specific regions
3. Territorial integration in cross-border and transnational functional regions
4. Ensuring global competitiveness of the regions based on strong local economies
5. Improving territorial connectivity for individuals, communities and enterprises
6. Managing and connecting ecological, landscape and cultural values of regions

It can be said at this stage of the project, that all priorities are equally important and relevant for the 3LP region. All of them are reflected in the four territorial dynamics described in Chapter 3.2.2 and contained in the three storylines guiding regional design in Phase B (Chapter 4).

"*Territorial cohesion complements solidarity mechanisms with a qualitative approach and clarifies that development opportunities are best tailored to*

the specificities of an area" (TA 2011, 9). The Territorial Agenda especially promotes the approach of 'place-based policy' in this regard.

Place-based policy

The approach of place-based policy was introduced by the so called 'Barca-report'. The Report states: "*A place-based policy is a long term strategy aimed at tackling persistent underutilisation of potential and reducing persistent social exclusion in specific places through external interventions and multilevel governance. It promotes the supply of integrated goods and services tailored to contexts, and it triggers institutional changes. In a place-based policy, public interventions rely on local knowledge and are verifiable and submitted to scrutiny, while linkages among places are taken into account.*" (Barca 2009, VII). The TA notes that the place-based approach is based on the principles of horizontal coordination, evidence-informed policy making and integrated functional area development. It implements the subsidiarity principle through a multilevel governance approach. It aims to unleash territorial potential through development strategies based on local and regional knowledge of needs, and builds on the specific assets and factors which contribute to the competitiveness of places (TA 2011, I.11). Policy integration according to regions' specific potentials and assets is a major component of the place-based approach. Three axes of policy integration can be identified (Böhme et al. 2011):

a) Horizontal integration of sectoral policies
b) Vertical integration of levels and scales
c) Territorial integration of functional areas

In reflecting upon the linkages of landscape and the place based approach to cohesion policy, first of all, it can be said that a landscape is a place. It has a unique shape, history, and quality as described for the 3LP landscape in Chapters 3.4-3.6. It can be understood as the concrete 4-dimensional expression of territory and environment. Furthermore, landscapes accommodate multiple economic, environmental and cultural sectors or land uses. Demands on landscapes are expressed on multiple scales. Knowledge of landscapes and their development comprises local knowledge as well as knowledge of global trends (e.g. climate change) applied to the local-regional context. Different functional units, such as river basins, ecological habitat networks, commuter areas or cultural landscapes may be distinguished and managed simultaneously in a landscape approach. Landscape might therefore be considered a good starting point for place-based policy.

In this project the vertical axis is strengthened by interlinking the regional 3LP scale (stakeholder perspective and regional design) with the European

dimension (territorial dynamics, political landscape demands and support instruments) and with the local scale (public events). For integration on the horizontal axis, environmental, cultural and economic sector policies are investigated in the following section. How the territorial axis could be further strengthened in the 3LP region will be an issue of cross-border governance and institutional capacity, which poses interesting questions to Phase C.

3.8.2. EU environmental, cultural & economic sector policies

Relevant policy documents have been identified in each sectoral area and policy objectives extracted. These are translated into 'landscape demands' with the purpose to identify concrete political requirements to the development of landscapes in general, which are also transferrable to other European landscape regions. With regard to the concept of ecosystem services, the guiding question behind the notion of 'landscape demands' is: What is to be provided by the landscape of the area, its ecosystems, uses, processes and features, to achieve European policy objectives? The results are presented in Table 4.

Some landscape demands, such as to provide water retention, carbon sinks and recreational value are mutually reinforcing. Some demands, such as to provide high quality food products, natural habitats and site for housing are mutually exclusive. It is the explicit task of landscape planners or managers to identify risks of conflict and trade-offs as well aspotentials for synergies. In the policy recommendations (Phase C) it will be explored how an approach of multifunctional landscape management based on the concept of 'ecosystem/ landscape services' could support place-based implementation and integration of the policies listed in the above mentioned table to match services supply with political landscape demand.

3.8.3. CoE European Landscape Convention

Landscape policy using instruments of landscape protection, planning and management is promoted by the European Landscape Convention. According to the Lisbon treaty, the European Union itself has no decision making competence in the field of landscape policy. Therefore the European Landscape Convention of the Council of Europe is to be regarded as the closest policy framework for landscape development on the European level. An essential component of the ELC is the formulation of "landscape quality objectives" by the competent public authorities defined as "the aspirations of the public with regard to the landscape features of their surroundings" (Council of Europe 2000, Art1-c, Art 6-D). The core qualities defined in this project based on available landscape

studies, (non-representative) stakeholder perspectives and TPG expert judgments may serve as a basis for the identification of common cross-border quality objectives. However, it will not be feasible for this project to further identify 3LP landscape quality objectives, since therefore a much broader public participation process would be required.

Conclusion:

Generally, impacts of European policy on landscape development can be positive or negative. Especially three aspects of European policy may pose the risk of negative effects on landscape qualities:

- Uncontrolled growth (lack of landscape relevant indicators) at the cost of landscape degradation at the regional scale if no strong indicator/ monitoring and management base is in place and values of landscape qualities are taken into regional account.
- One sided implementation of sectoral policies in a non-integrated manner causing land-use conflicts and unnecessary trade-offs between multiple landscape demands.
- 'Territorially blind' standardization without enough room for regional and local specification based on landscape characteristics and assets.

The improvement of these potential negative effects on the landscape development in 3LP will be considered in the policy recommendations of this project. The place-based approach promoted by the Territorial Agenda is highlighted as of high value in this regard as well as the approach of natural capital/ ecosystem services taken up by the Flagship Initiative Resource Efficiency and the instruments of the European Landscape Convention.

Tab. 4: European policy context and landscape demands

Policies	Objectives	Landscape demands
EU overall strategic policy orientation		
Europe 2020[1]/ Flagship initiative resource efficient Europe[2]	To create growth & jobs in a smart, sustainable and inclusive way	Provide sites and resources for economic and social development in a resource-efficient way, especially:
		Provide site for commercial and industrial developments, and knowledge & innovation centers
		Provide site for housing
		Provide site for transportation
		Provide non-renewable resources for production and consumption
		Provide renewable resources for production and consumption (incl. renewable energy sources)
		Provide recreational opportunities for the regeneration of productive human labour fource
		Maintain historic and cultural features providing identity and territorial cohesion
		Provide public open space or community space for social cohesion
EU environmental & cultural sector policies		
Water framework directive[3]/ Groundwater Directive[4]	To achieve and maintain good status of all surface and groundwater bodies from 2015	Produce a good quality and provide for renewal of surface and groundwater throughout the whole watershed landscape
Floods directive[5]	Assessment and management of flood risks to reduce adverse consequences for human health, the environment, cultural heritage and economic activity	Provide area-wide water retention throughout the watershed
		Provide designated retention and flooding areas
Thematic soil strategy[6] & proposal for a soil protection directive[7]	Preservation of the capacity of soil to perform environmental, economic, social and cultural soil functions	Provide and maintain high-quality soils in terms of fertility, water & nutrient retention capacity, carbon content, and soil biodiversity
		Provide sites for raw material extraction and geological and archaeological heritage sites
Biodiversity strategy 2020[8] (incl. Habitats[9] and Birds Directive[10])	Headline target: Halting the loss of biodiversity and the degradation of ecosystem services in the EU by 2020	Provide a variety of typical natural ecosystems and habitats for listed species
		Provide genetic diversity and ecosystem services
Green infrastructure strategy (in preparation)[11]	To enhance spatial and functional connectivity outside protected areas, to maintain and restore the capacity of ecosystems to deliver multiple ecosystem services	Provide landscape elements (e.g. hedges, tree groups, wetlands etc.) vital for ecosystem services and habitat quality (e.g. landscape permeability, reduced fragmentation)

LULUCF decision proposal (Climate action)[12]	To increase removals and to decrease emissions of GHG in land use related sectors	Provide carbon sinks in soils and standing biomass stocks Maintain permanent grassland (no conversion to cropland)
Air quality strategy[13] and directive[14] (revision of air quality legislation in 2013)	To achieve levels of air quality that do not result in unacceptable impacts on, and risks to, human health and the environment	[mainly applies to air quality standards related to certain antropogenic pollutants] Avoid emissions of dust, particulate matter and further pollutants from land surfaces and land uses, provide permanent land cover, filtering & cooling vegetative surfaces
Environmental noise directive[15]	To avoid, prevent or reduce on a prioritised basis the harmful effects, including annoyance, due to the exposure to environmental noise	[mainly applies to noise reduction from the industrial and transport sector]No requirement, but positive contribution of landscapes: Provide noise buffering, quiet open areas and agreable soundscapes for relaxation from environmental noise
Directive on waste[16]	To protect the environment and human health by preventing or reducing the adverse impacts of the generation and management of waste and by reducing overall impacts of resource use and improving the efficiency of such use; Establishment of the waste hierarchy: prevention – reuse – recycle – recovery - disposal	Circulate matter flows in closed loops eventually via recovery by dedicated land uses Provide site for waste disposal for remaining wastes at the low end of the waste hirarchy
Urban waste water treatment directive[17]	To protect the environment from the adverse effects of urban and certain industrial waste water discharges; Target of secondary treatment	Metabolize effluent from sewage treatment plants in recipient waters Provide alternative, eventually land based, waste water treatment in agglomerations of < 2000 person equivalents
Sewage sludge directive[18] (presently under revision)	To regulate the use of sewage sludge in agriculture in such a way as to prevent harmful effects on soil, vegetation, animals, and men	Metabolize treated sewage sludge on agricultural soils
Culture TFEU Art.167[19]	Improvement of the knowledge and dissemination of the culture and history of the European peoples, conservation and safeguarding of cultural heritage of European significance	Provide and preserve characteristic cultural landscape features contributing to local/regional identity
EU economic sector policies		
Energy 2020 strategy[20]/ climate & energy package[21]	Competitiveness, security of supply, and sustainability (i.e. decarbonisation, energy efficieny and renewables 20-20-20-target	Provide renewable energy sources and site for technical installations for their use Provide corridors for energy network installations
Renewable energy sources directive[22]	RES BE 13%, DE 18%, NL 14% 10%- Transport fuel target	Increasing demand for biomass resources

CAP 2020 communication[23] (partly cross-cutting through	(1) Viable food production/ food security, (2) sustainable management	Provide high quality, diverse and safe food products
environmental/ cultural sectors)	of natural resources and climate action, (3) balanced territorial development	Provide public goods (e.g. attractive landscape, farmland biodiversity, resilience to natural desasters) Provide attractiveness & identity (in rural regions)
Communication on a political framework for tourism[24]	Keeping Europe the world's No1 tourist destination; support the tourism sector, promote its competitiveness, its sustainable and quality-based development and the visibility of Europe as an outstanding tourist destination	Provide recreational opportunities, landscape attractiveness, accessibility and views, natural and cultural heritage as resources for the tourism sector
EU cross-sectoral policies → *Potential integration of landscape demands…*		
Territorial Agenda 2020[25]	Highlights territorial cohesion as common goal for a more harmonious and balanced state of Europe	*...via place-based integrated regional policy action (horizontal, vertical and territorial coordination) focussing on 6 priorities*
Common strategic framework (CSF)[26]	Investment in growth and jobs, delivery of Europe 2020 (5 funds); Economic, social, territorial cohesion (ERDF, ESF, CF)	*...via financial support from 5 funds:ERDF, ESF, CF, EAFRD, EMFF available through national programs concentrating on 11 thematic objectives*
Proposal regional development regulation[27]	Investment for growth and jobs goal	*...via financial support from ERDF fund available through national programs concentrating on specific investment priorities under the 11 thematic CSF objectives*
Proposal territorial cooperation regulation[28]	European territorial cooperation goal	*...via financial support from ERDF fund available through cross-border cooperation programs focusing on specific investment priorities of up to 4 thematic CSF objectives* *…via Community Led Local Development and Integrated Territorial Investments*
Proposal rural development regulation[29]	(1) Competitiveness of agriculture, (2) sustainable management of natural resources, and climate action, (3) balanced territorial development of rural areas; Focus on *6 priorities*	*...via financial support from EAFRD available through national rural development programs focussing on 6 priorities related to the CSF objectives and selecting from a standardized menu of measures*
Thematic strategy urban environment[30]	To improve the quality of the urban environment, making cities more attractive and healthier places to live, work and invest in, and reduce the adverse environmental impact of cities on the wider environment	*...via guidance e.g. on integrated environmental management*
CoE landscape policy → *Potential integration of landscape demands…*		
European Landscape Convention[31]	To safeguard and realize quality and diversity of European landscapes as a key element of European common heritage and identity, and individual and social well-being	*… via policies and instruments for landscape protection, planning and management inlcuding the formulation of landscape quality objectives*

[1] European Commission (2010): Europe 2020. A strategy for smart, sustainable and inclusive growth. COM(2010) 2020, revised 3/03/2010.

[2] European Commission (2011): A resource-efficient Europe. Flagship initiative under the Europe 2020 Strategy. COM(2011)21, revised 26/01/2011.

[3] European Parliament and Council of the European Union (2000): DIRECTIVE 2000/60/EC of 23 Oct 2000 establishing a framework for Community action in the field of water policy. OJ L327.

[4] European Parliament and Council of the European Union (2006): DIRECTIVE 2006/118/EC of 12 Dec 2006 on the protection of groundwater against pollution and deterioration. OJ L372/ 19-31.

[5] European Parliament and Council of the European Union (2007): DIRECTIVE 2007/60/EC of 23 Oct 2007 on the assessment and management of flood risks. OJ L288/ 27-34.

[6] European Commission (2006): Thematic Strategy for Soil Protection. COM(2006) 231,

[7] European Commission (2006): Proposal for a DIRECTIVE OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL establishing a framework for the protection of soil and amending DIRECTIVE 2004/35/EC. COM(2006) 232, revised 22/09/2006.

[8] European Commission (2010): Our life insurance, our natural capital: an EU biodiversity strategy to 2020. COM(2011) 244, revised 3/05/2011.

[9] Council of the European Communities (1992): DIRECTIVE 92/43/EEC of 21 May 1992 on the conservation of natural habitats and of wild fauna and flora. OJ L206/ 7-49.

[10] European Parliament and Council of the European Union (2009): DIRECTIVE 2009/147/EC of 30 Nov 2009 on the conservation of wild birds. OJ L20/ 7-25.

[11] EU Working Group on Green Infrastructure (2011): Task 1: Scope and objectives of Green Infrastructure in the EU. Recommendations. European Commission. Brussels.

[12] European Commission (2012): Proposal for a DECISION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL on accounting rules and action plans on greenhouse gas emissions and removals resulting from activities related to land use, land use change and forestry. COM(2012) 93, revised 12/03/2012.

[13] European Commission (2005): Thematic Strategy on air pollution. COM(2005) 446, revised 21/09/2005 .

[15] European Parliament and Council of the European Union (2008): DIRECTIVE 2008/50/EC of 21 May 2008 on ambient air quality and cleaner air for Europe. OJ L152/1-44.

[16] European Parliament and Council of the European Union (2008): DIRECTIVE 2008/98/EC of 19 November 2008 on waste and repealing certain Directives. OJ L312/ 3-30.

[17] Council of the European Communities (1991): DIRECTIVE 91/271/EEC of 21 May 1991 concerning urban waste water treatment. OJ L135/40-52.

[18] Council of the European Communities (1986): DIRECTIVE 86/278/EEC of 12 June 1986 on the protection of the environment, and in particular of the soil, when sewage sludge is used in agriculture. OJ L181/6-12.

[19] TFEU (2010): Consolidated version of the Treaty of the Functioning of the European Union. 2010/C83/01. OJ 83/ 47-200.

[20] European Commission (2010): Energy 2020. A strategy for competitive, sustainable and secure energy. COM(2010) 639, revised 10/11/2010.

[21] Council of the European Union (2007): Brussels 8/9 MARCH 2007 Presidency Conclusions. 7224/1/07 REV 1, revised 02.05.2007

[22] European Parliament and Council of the European Union (2009): DIRECTIVE 2009/28/EC of 23 April 2009 on the promotion of the use of energy from renewable sources and amending and subsequently repealing Directives 2001/77/EC and 2003/30/EC. OJ L114/ 16-62.

[23] European Commission (2010): The CAP towards 2020. Meeting the food, natural resources and territorial challenges of the future. COM(2010) 672, revised 18/11/2010.

[24] European Commission (2010): Europe, the world's No 1 tourist destination – a new political framework for tourism in Europe. COM(2010) 352, revised 30.6.2010

[25] TA (2011): Territorial Agenda of the European Union 2020 – Towards an inclusive, smart and sustainable Europe of diverse regions. Agreed at the Informal Ministerial Meeting of Ministers responsible for Spatial Planning and Territorial Development.

[26] European Commission (2012): Amended proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL laying down common provisions on the European Regional Development Fund, the European

Social Fund, the Cohesion Fund, the European Agricultural Fund for Rural Development and the European Maritime and Fisheries Fund covered by the Common Strategic Framework and laying down general provisions on the European Regional Development Fund, the European Social Fund and the Cohesion Fund and repealing Council Regulation (EC) No 1083/2006. COM(2012) 496, revised 11/09/2012.

[27] European Commission (2011): Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL on specific provisions concerning the European Regional Development Fund and the Investment for growth and jobs goal and repealing Regulation (EC) No 1080/2006. COM(2011) 614, revised 6/10/2011.

[28] European Commission (2012): Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL on specific provisions for the support from the European Regional Development Fund to the European territorial cooperation goal. COM(2011) 611, revised 14/03/2012.

[29] European Commission (2011): Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL on support for rural development by the European Agricultural Fund for Rural Development (EAFRD). COM(2011) 627, revised 19.10.2011

[30] European Commission (2006): Thematic Strategy on the Urban Environment. COM(2005) 718, revised 11/01/2006.

[31] Council of Europe (2000): European Landscape Convention. ETS No. 176, revised 20/10/2000.

4. Phase B: Regional Design and Landscape Perspective

4.1. Introduction

The aim of the 3LP landscape perspective is to provide further insight into the core qualities of the 3LP landscape and to provide a landscape framework for preservation, development and cultivation of these core qualities. It will also elaborate on the consequences and possible measures for the development and enhancement of the landscape. All are crucial elements of a shared landscape policy for the 3LP landscape.

The cross-border setting with different landscape approaches and institutional settings gives us limited options for general translation of the perspective to specific policy measures. This means the TPG will be able to work on a shared strategic perspective for the 3LP landscape, but the TPG will only be able to give ideas and suggestions on a tactical and operational level. Most of the ideas of the landscape perspective will have to be translated into fitting policy measures per institutional unity. On the other hand, cross-border projects focusing on landscape could apply for European support, giving a foundation for cross-border execution of landscape development. The region has proven with other EU funded projects, like *Aquadra* and *Habitat Euregio*, to be able to develop and execute such cross-border projects. In the policy recommendations (Phase C) integrated project options, amongst other things, will be explored.

4.2. Stakeholder workshops

In order to develop a shared landscape perspective, interaction with and between stakeholders during the development of the landscape perspective is important. As described in the inception report, this will be done by organising three workshops with stakeholders during Phase B. The first workshop was held on 22nd of October 2012, the second on the 22nd of November 2012 and the third workshop is planned for the 21st of March 2013.

The group of invitees for these workshops consists of the stakeholders involved in the LP3LP project filled up with other relevant stakeholders for the 3LP landscape. A total of 19 stakeholders from different parts of the 3LP area are invited to participate in the 3 workshops on the 3LP landscape perspective, the first workshop was attended by 11 stakeholders and the second by 15 stakeholders.

The first workshop focussed on the dynamics in the 3 LP region, based on the preliminary findings of Phase A on European territorial dynamics. For this workshop the TPG developed during an internal TPG meeting 3

storylines – New rural dynamics in the 3LP, Resilient and climate proof 3LP landscape, The attractive 3LP metropolitan landscape (see Annex VI for a short description of the storylines) - as guidelines for regional design each representing a set of different political requirements (landscape demands – Chapter 3.8.2). The general map used for this workshop included the entire 3LP region.

Fig. 15: Impressions of the workshop on the 22nd of October 2012

The discussion at the end of the workshop made clear that the polycentric urban setting of the 3LP region is setting the scene for the 3LP. On the one hand the 3LP is an attractive area for tourism and recreation by city dwellers, on the other hand the proximity of the urban areas and its infrastructure is causing counter urbanisation and thus affecting the 3LP landscape.

- Farmers are important for landscape maintenance, so developments in farming in the coming decades will influence the landscape and the options for landscape management in the 3LP region.
- It is not expected that the internal rural dynamics within the 3LP will dominate the strong urban influence on the region.
- The impact of energy transition on the 3LP landscape is still unsure.
- Cross-border water and nature management is crucial for solving issues on these themes.

- The access for recreation to and from the urban areas is considered an issue at some places (Maastricht, Liège).
- So is the accessibility of interesting points in the landscape like cultural heritage sites and valley floors.
- Many elements and grounds are privately owned, how to connect the consumers of public goods (landscape) to the costs for maintaining these goods is considered an on-going challenge for landscape management.

The second workshop elaborated on the contours of a 3LP landscape perspective and focussed on the landscape more in detail on the scale 1:50.000. The workshop started with a presentation on the core qualities and landscape types of the 3LP landscape. After this a second presentation put the LP3LP project in its own historic perspective of cross-border cooperation since 1993 (MHAL perspective) and presented a list of main challenges, relating to the 3LP dynamics, to be addressed in the 3 LP Landscape Perspective (distilled from previous cross-border studies and the discussion of the first workshop). Both the core qualities and the challenges relating to the 3LP dynamics are input for the 3LP landscape perspective. This is visualized in Figure 16.

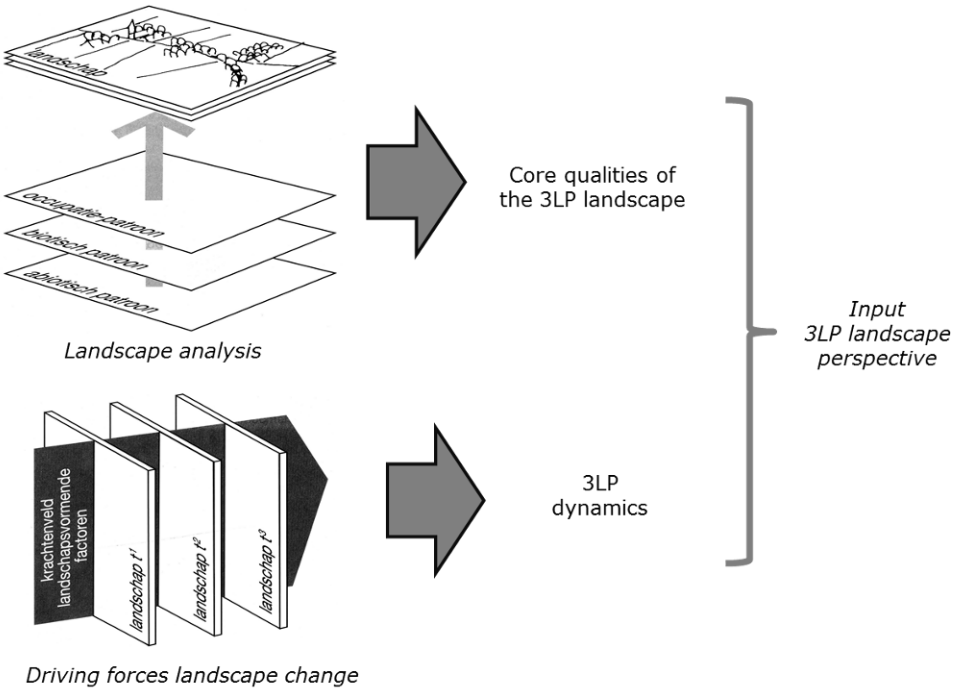

Fig. 16: Input for the 3LP perspective

During the discussion this list of challenges was complemented with two more, energy transition and agricultural development. At the end of the

morning session the stakeholders and members of the TPG were invited to mark individually the two most important challenges to be addressed in the 3LP landscape perspective (red for stakeholders, black for TPG members). This resulted in the following score that can help the TPG to focus in the development of the landscape perspective:

Challenges 3LP	**Stakeholders**	**TPG**
Urbanization		3
Cross border recreational and tourist network, attractions and amenities	3	1
Management of an attractive, diverse and historic rich landscape	11	2
Cross border ecological network	8	1
Cross border water management, both quantitative and qualitative	3	1
Energy transition	1	5
Agricultural development	1	4
total	*27*	*17*

Tab. 5: Rating of challenges to 3LP landscape development

In the afternoon session the stakeholders were divided into four groups, putting all stakeholders per country/region in one group. In four consecutive rounds the groups discussed possible landscape measures and realisation options for four different areas 1:50.000 of the 3LP Areas. The TPG members hosted a table with one area in pairs, reporting the on-going discussion on the area and introducing the previous discussion to every new group. Discussing landscape development on this more concrete scale showed to both the stakeholders and TPG that many specific issues and detailed landscape characteristics arise when looking at this scale. In order to develop or elaborate seriously on a landscape framework at this scale, local and regional knowledge needs to be incorporated in the process.

Both workshop 1 and 2 had a slightly different focus compared to the description in part B of the application and the inception report. On the one hand some of the outcomes of phase A were not available at the time of the workshops, but more importantly the TPG realized during own discussions and process that the it needed to spend more time during the workshops with the stakeholders on a shared problem perspective before the TPG could start to discuss ambitions, solutions and a landscape perspective.

The further proceeding of Phase B is described in chapter 7.

5. Phase C: Policy Recommendations at the Interface of Europe and Regional Landscapes

5.1. Introduction

The research elements of Phase C mainly address three points:

- Relations between EU policies (regulations and funds) and the core qualities of 3LP
- Recommendations for use and improvement of EU policies for the integral development of spatial functions and the implementation of the 3LP landscape framework (as integrating carrier for water management, nature & landscape development, and recreational access)
- Transferability of 3LP landscape policy to other comparable (cross-border) regions in Europe

According to the analysis of the European policy context (see Chapter 3.8) two key questions can be further derived with regard to the overall strategic policy objectives of growth and jobs and territorial cohesion:

- How can investments in landscape assets contribute to smart, sustainable and inclusive growth?
- How can regional landscape management support place-based European policy integration?

The policy recommendations should thus involve both a top-down and bottom-up path mediating between the European scale and the 3LP/ regional landscape scale:

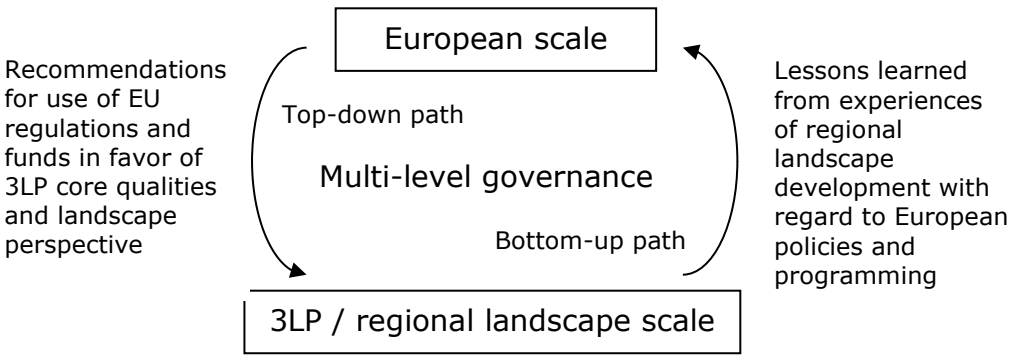

Fig. 17: Top down and bottom up pathways of policy recommendations

Concerning the bottom-up path it should be noted again, that the EU has no competence in landscape policy. However, it might be possible to derive general recommendations, within the scope of this project, on how

regional landscape policy could contribute to the achievement of European policy objectives and could be supported by future European policy development.

Concerning the top-down path European strategies and regulations impose partly reinforcing and partly conflicting demands on landscapes, which are to be managed in a place-based, coherent and synergistic way, as analysed under Phase A (Chapter 3.8). To a certain extent the standardized nature of EU framework legislation facilitates cross-border cooperation especially in the fields of water management and nature development as indicated by the stakeholders. In the next section potential support through European financial and communicative instruments is analysed.

5.2. Screening of European support instruments

As financial instruments following funds are especially dedicated to the implementation of the Europe 2020 strategy, cohesion and regional policy as well as common agricultural and environment policy:

1. European Regional Development Fund (ERDF)
2. European Social Fund (ESF)
3. Cohesion Fund (CF)
4. European Agricultural Fund for Rural Development (EAFRD)
5. European Maritime and Fisheries Fund (EMFF)
6. European Agricultural Guidance and Guarantee Fund (EAGGF
7. LIFE+

At this stage of the project ERDF, EAFRD, EAGGF, and LIFE seem to be the most relevant funds for landscape development in the 3LP region. Therefore important aspects extracted from the proposed regulations intended to govern these funds in the period 2014-2020 are presented below. The other funds are mentioned briefly and will be investigated in more detail if applicable. Please note that the legislative proposals are still subject to change.

Common Strategic Framework - applying to 5 funds

A Common Strategic Framework (CSF) (European Commission 2012a) will apply to the first 5 funds for better policy coherence. In its first part the CSF sets out common rules and provisions for ERDF, ESF, CF, EAFRD, and EMFF in order to coordinate different funds and make them more compatible with each other. These Funds pursue complementary policy objectives especially devoted to deliver the Europe 2020 Strategy by co-

investments to national, regional and local interventions (Art.4). The resources of the funds are made available through national-regional partnership contracts and programmes, which should set out an integrated approach for territorial development. It will be possible that integrated individual operations receive support from different funds. In order to concentrate investments on the Europe 2020 strategy, the CSF specifies 11 common thematic objectives, which are further translated into several priorities in the regulations for each fund. The full list of thematic objectives is given in Annex VIII. Following objectives could be particularly important for landscape policy:

"(1) strengthening research, technological development and innovation, (2) enhancing […] use […] of, information and communication technologies, (3) enhancing the competitiveness of SMEs, the agricultural […] and aquaculture sector, (4) supporting the shift towards a low-carbon economy in all sectors, (5) promoting climate change adaptation, risk prevention and management, (6) protecting the environment and promoting resource efficiency, (7) promoting sustainable transport […] (11) enhancing institutional capacity […]" (Art. 9).

In its second part the CSF lays down rules applicable only to ERDF, ESF, and CF. Under the overall objective of economic, social and territorial cohesion two goals are specified in Art. 81:

(a) Investment for growth and jobs goal, to be supported by all 3 funds
(b) European territorial cooperation goal, to be supported by ERDF only.

The goal of European territorial cooperation includes cross-border cooperation (former INTERREG) and is dealt with in a separate regulation (see below).

Two mechanisms will promote integrated approaches to territorial development: Community Led Local Development (CLLD), based on the LEADER experience (Art. 28-31) and Integrated Territorial Investments (ITI) (Art. 99), which especially allow bundling funding from multiple priority axes of one or more operational programmes for the implementation of cross-sectoral local development and territorial investment strategies. Key components of CLLDs are local development strategies and local action groups. Key elements of an ITI comprise a designated territory, an integrated territorial development strategy, a package of actions to be implemented, and governance arrangements to manage the ITI. CLLDs and ITIs also apply to cross-border collaboration (see below). These instruments will be looked at in more detail in the course of Phase C along with Research and Innovation Strategies for Smart Specialization, which will be a precondition for ERDF funding.

Regional Development – supported by ERDF

The contribution of the European Regional Development Fund to the Investment of growth and jobs goal will be ruled by a dedicated regulation (European Commission 2011d). The ERDF focuses on investment support for the business community and to the provision of public services including the areas of energy and quality of the environment. Again for the purpose of thematic concentration the major portion of the ERDF resources (80%) will be allocated to the thematic objectives 1, 3, and 4 in more developed and transition regions (Art. 4), to which the 3LP area belongs. However, more relevant for landscape policy may be investment priorities (Art. 5) under the objectives 5 and 6, which are listed in Annex VIII. A minimum of 5% of ERDF resources is dedicated to sustainable urban development (Art.7-9).

European Territorial Cooperation – supported by ERDF

The support of the European Regional Development Fund to the European territorial cooperation goal will be ruled through another dedicated regulation (European Commission 2012d) and shall i.a. support cross-border cooperation (Art. 2). Cross-border cooperation programmes will consist of up to 4 thematic objectives (Art. 5). Investment priorities under cross-border cooperation (Art. 6) relevant for a trans-boundary landscape policy may include cross-border mobility, joint training schemes and especially promoting legal and administrative cooperation and cooperation between citizens and institutions. Provisions for Community Led Local Development and Integrated Territorial Investments are given in Art. 9 & 10. For the management and implementation of ITIs public authorities of at least two participating countries shall set up a European Grouping of Territorial Cooperation (EGTC) or another legal body.

Rural Development – supported by EAFRD

The European Agricultural Fund for Rural Development targets smart, sustainable and inclusive growth in the agricultural, food and forestry sectors and in rural areas as a whole. "*It shall contribute to a more territorially and environmentally balanced, climate-friendly, and resilient and innovative Union agricultural sector*" and promote sustainable rural development (European Commission 2011e, Art. 3). Six Union priorities for rural development with sub-priorities are specified in the legislative proposal for a regulation on support for rural development by the EAFRD (Art. 5). The following seem to be most interesting for 3LP landscape policy:

(1a) fostering innovation and knowledge base in rural areas, (1b) strengthening links between agriculture and forestry, (3a) quality

schemes for food products, local markets and short supply circuits, (4a) restoring and preserving biodiversity and the state of European landscapes, (4b/c) improving water and soil management, (5c) facilitating the supply and use of renewable sources of energy, residues and other non-food raw material, (5e) fostering carbon sequestration in agriculture and forestry, (5b) fostering local development in rural areas.

As for the previous period, the EAFRD will act through rural development programmes set up by the member states and eventually their regions (Art. 7). The programmes will be composed of a standardized menu of measures (Art. 14-41) breaking down the Union priorities into supported actions, for example quality schemes for agricultural products, afforestation, agro-forestry systems, etc. Following measures could be especially interesting for implementation of future 3LP landscape policy:

- Art. 15: Knowledge transfer and information actions
- Art. 16: Advisory services, farm management and farm relief services
- Art. 17: Quality schemes for agricultural products and foodstuffs
- Art. 21: Basic services and village renewal in rural areas
- Art. 23: Afforestation and creation of woodland
- Art. 24: Establishment of agro-forestry systems
- Art. 26: Investment improving the resilience and environmental value of forest ecosystems
- Art. 29: Agri-environment-climate payments
- Art. 30: Organic farming
- Art. 31: Natura 2000 & Water framework directive payments
- Art. 35: Forest-environmental and climate services and forest conservation
- Art. 36: Co-operation

A couple of these measures provide payments for ecosystem services /environmental and climate services going beyond cross-compliance. However, it remains to be seen which measures will be finally selected in the Dutch, Belgium and German programmes.

Direct payments to farmers – provided by EAGGF

The EAGGF grants direct payments to farmers and does not fall under CSF. Additionally to cross-compliance rules, following demands will apply to farmers for receiving additional direct payments, except small farmers (European Commission 2011c, Art 29-32):

(1) cultivate at least 3 different crops on arable land, with each not covering less than 5% and the main not more than 70% of the area
(2) maintain permanent grassland
(3) dedicate 7% of eligible ha (excluding permanent grassland) as ecological focus area (e.g. as fallow land, buffer strips, afforested areas, landscape features etc.)

Especially the 7% ecological focus area seems to be an interesting instrument to work with in a landscape perspective. A landscape framework identifying desirable areas in a regional context (e.g. buffer zones and corridors) and landscape quality objectives identifying specific goals for the framework (e.g. status of certain habitats and populations, scenery or water quality to be improved) could guide individual farmers actions for example in cooperation with farm advisory services. Information would be required regarding the share of farmers receiving direct payments and not participating in the small farmers' schemes as well as the location of their land in the 3LP area.

LIFE

The LIFE programme serves as a specific financial instrument dedicated to environmental and nature conservation since 1992. There is no indication at the webpages of DG Environment at the moment, how this financial instrument is continued.

CF/ESF/EMFF

The Cohesion Fund (CF) only applies to regions with GNI per inhabitant < 90% than EU-27 average. It is unclear yet whether it eventually applies to Wallonia as a transition region with a GDP between 75-90% of the average. The cohesion fund would be interesting for example in terms of support to environmental services such as alternative wastewater treatment and low-carbon transportation systems (European Commission 2011b).

The European Social Fund (ESF) is mainly devoted to increasing employment opportunities, better education, and poverty reduction. Lifelong learning and vocational training for farmers etc. is covered by the rural development regulation. The fund seems therefore of minor relevance for landscape policy (ibid.).

The European Maritime and Fisheries Fund's (EMFF) priorities focus on the viability, competitiveness and environmental sustainability of the fisheries and aquaculture sectors (ibid.). It is not clear at this stage of the project how important the aquaculture sector is in 3LP. Traditionally, trout pond aquaculture is practiced in the region, providing regional products and also recreational amenities and tourist attractions. This fund may be

interesting in the special case of developing sustainable aquaculture practices which could strengthen further the quality and identity of 3LP landscape.

Further instruments

Besides financial instruments the EU offers many other regulatory and communicative instruments suitable for landscape policy and governance. Following schemes could e.g. be especially interesting in a cross-border context:

- Standadized procedures as applied in river basin management plans and Natura 2000 networks
- Indicator/ monitoring/ information systems (e.g. WISE, GDP-beyond, EEA indicators of environmental accounting)
- Agricultural advisory systems
- Quality labels and green procurement
- Smart specialization platform
- Research and innovation programmes
- Guidelines (e.g. on soil sealing) and policy handbooks

The policy recommendations will explicitly try to identify and refer to such kind of instruments.

Conclusion:

Chances for European financial support for joint 3LP landscape policy action strongly depend on the final national programmes for regional and rural development and their compatibility across borders. Community Led Local Development and Integrated Territorial Investments will be important tools to combine CSF Funds and their priorities and programmes in cross-sectoral regional / landscape development strategies. A couple of measures look very promising in terms of supporting landscape policy, especially the designation of 7% ecological focus area, options for agroforestry, afforestation and payments for environmental services as well as quality schemes, co-operation, knowledge transfer and innovation consulting. Since most of the support is dedicated to market actors and their networks, the landscape perspective and policy recommendations should explicitly address these actors and the landscape areas they manage. No instrument seems to directly support the improvement of aesthetic and cultural landscape values. However, the preservation and restoration of the state of European landscapes is targeted under priority 4a of rural development. National programmes may provide further support in this regard.

5.3. Landscape services – a bridging concept for the creation of economic, social and ecological values

A link of the core qualities of 3LP with European policies has to be made in order to be able to use European support for their protection and enhancement. It is proposed to use the concept of 'landscape services' (Opdam & Termorshuizen 2009) derived from the concept of 'ecosystem services'[11] (TEEB 2010b) to establish and make visible such a link.

The ecosystem services approach has gained recognition in international policy making reflected for example in the launch of the Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services IPBES[12]. The ecosystem services approach has the advantage to provide a clear perspective on value-creation by ecosystems in the landscape benefiting society and economy and is therefore well suited to guide dynamics of economic growth and innovation and the development of spatial functions. It also provides tools for local and regional planning (TEEB 2010a).

European policy making has responded to this by taking up ecosystem services especially in the Flagship Initiative Resources Efficiency and the Biodiversity and upcoming Green Infrastructure Strategy. The provisioning of public goods targeted by CAP corresponds therewith. Also other sectoral European policies show a close relationship to ecosystem services. European financial instruments offer incentives for ecosystem services as mentioned above.

In international ecosystem services research attempts are being made on how to integrate ecosystem services into planning and management[13]. One suggestion is to refer to 'ecosystem services' as 'landscape services' when using the approach in regional and landscape planning and management, since the landscape category better reflects the living space of local people, the understanding of non-scientific stakeholders, and the provisioning of services by ecosystem and land-use patterns on a landscape scale (Opdam & Termorshuizen 2009). Furthermore, services provided by the built environment, e.g. identity through architectural heritage, may rather be associated with the landscape than with ecosystems.

[11] Ecosystem services are defined as the direct and indirect contributions of ecosystems to human well-being (TEEB 2010b).

[12] http://www.ipbes.net

[13] See for example the working group on planning and management of the Ecosystem Service Partnership http://www.es-partnership.org/esp/79232/5/0/50, accessed 15.01.2013

Principally, the concept of ecosystem or landscape services is compatible with the concept of landscape functions, which has traditionally been used as a subject matter of assessment and development in national systems of land-use and landscape planning (Haaren et al. 2008) In international landscape research there is the tendency to merge the concept of landscape functions/ multifunctional landscape management with the ecosystem services approach (Hermann et al. 2011, Kienast et al. 2009). While landscapes are always multifunctional, since they consist of different land uses, this concept aims at managing landscape processes and single land uses in a synergistic way so as to fulfil many functions or in other words multiple societal demands (Veijre et al. 2007). Societal demands arise from local to global needs and aspirations towards landscapes (e.g. from local inhabitants and enterprises to global tourism and resource flows) as well as from general political requirements imposed on landscapes. Therefore landscape functions have a direct relationship to the landscape demands arising from European policy objectives. Table 6 shows how landscape functions and demands correspond with each other and with ecosystem services.

Tab. 6: Correspondence of landscape functions, demands and ecosystem services

Spatial / Landscape functions[14]	**EU political landscape demands** (derived from policy objectives of various policy documents see table 3)	**Ecosystem services**[15]
Multifunctional landscape	Provide landscape elements (e.g. hedges, tree groups, wetlands etc.) vital for ecosystem services and habitat quality (e.g. landscape permeability, reduced fragmentation)	Relates to multiple services
	Provide public goods (e.g. attractive landscape scenery, farmland biodiversity, resilience to natural desasters)	
Production functions	~	**Provisioning services**
Production function / carrier function	Provide site for commercial and industrial developments, and knowledge & innovation centers	_
	Provide site for housing	
	Provide site for transportation	
	Provide corridors for energy network installations	
	Provide site for waste disposal for remaining wastes at the low end of the waste hirarchy	

[14] Sources: Kienast 2009, Haaren et al. 2008

[15] Sources: TEEB 2010b, Millennium Ecosystem Assessment 2005

Production function	Provide non-renewable resources (incl. fossil energy sources) and sites for raw material extraction	–
	Provide renewable energy sources and site for technical installations for their use	Provisioning of renewable resources (incl. renewable energy sources, biomass, biochemicals, timber, medicinal & genetic resources etc.)
	Provide renewable resources (with increasing demand for biomass resources)	
	Provide high quality, diverse and safe food products	Provisioning of food
Regulation functions	~	**Regulating services**
Climate function and air quality	Provide carbon sinks in soils and standing biomass stocks	Carbon sequestration and storage
	Maintain permanent grassland (no conversion to cropland)	
	Avoid emissions of dust, particulate matter and further pollutants from land surfaces and land uses; provide permanent land cover, filtering & cooling vegetative surfaces	Local climate and air quality regulation
Water resources function and retention function	Produce a good quality and provide for renewal of surface and groundwater throughout the whole watershed landscape	Water regulation/ provisioning of fresh water
	Provide area-wide water retention throughout the watershed	Water regulation/ moderation of extreme events
	Provide designated retention and flooding areas	
Natural yield function	Provide and maintain high-quality soils in terms of fertility, water & nutrient retention capacity, carbon content, and soil biodiversity	Erosion prevention and maintenance of soil fertility
– (partly covered by water resources and natural yield function)	Circulate matter flows in closed loops eventually via recovery by dedicated land uses	Waste (water) treatment and nutrient cycling
	Metabolize effluent from sewage treatment plants in recipient waters	
	Provide alternative, eventually land based, waste water treatment in agglomerations of < 2000 person equivalents	
	Metabolize treated sewage sludge on agricultural soils	
–	–	Pollination
–	–	Biological control
Habitat functions	~	**Habitat/ Supporting services**
Biodiversity function	Provide a variety of typical natural ecosystems and habitats for listed species	Habitat provisioning (including habitats along migratory routes)
	Provide landscape elements (e.g. hedges, tree groups, wetlands etc.) vital for habitat quality (e.g. landscape permeability, reduced fragmentation)	
	Provide genetic diversity	Maintenance of genetic diversity
Information functions	~	**Cultural & amenity services**
Landscape experience function (including recreational function)	Provide recreational opportunities for the regeneration of productive human labour fource	Recreation and mental and physical health

	Provide noise buffering, quiet open areas and agreable soundscapes for relaxation from environmental noise	
	Provide public open space or community space for social cohesion	
	provide recreational opportunities, landscape attractiveness, accessibility and views, natural and cultural heritage as resources for the tourism sector	Aesthetic appreciation and inspiration for culture, art and design / Spiritual experience and sense of place
	Provide attractiveness & identity (in rural regions)	
	Provide and preserve characteristic historical & cultural landscape features contributing to local/regional identity and territorial cohesion	
Archive function	Provide geological and archaeological heritage sites	

However, how do ecosystem/landscape services connect with the core qualities of the 3LP? As indicated in the landscape studies and by the stakeholders the 3LP core qualities are appreciated as landscape assets because of various reasons, for example:

- The relief, green character and cultural heritage offer interesting open and enclosed landscape experiences with picturesque and fascinating scenic views. They give a cross-border identity to the region and form the foundation for tourism.
- The Loess soils are esteemed for their agricultural productivity.
- Various green habitats and protected species are appreciated for their beauty, rarity and contribution to rural identity, or because of 'their own value'.
- The abundance of water appearances is generally connected with an impression of vitality and identity and the historical development of productive industries.
- Nodes of the polycentric settlement pattern provide urban services to rural citizens, and the rural landscape provides recreational amenities to urban citizens.
- All qualities of the 3LP landscape contribute to quality of life in the region.

Thus, the core qualities are determined from two sides: by characteristic biophysical landscape features as described in chapter 3.5-3.6 on the one hand and by - often unconscious - value judgements on the other hand. In other words one could also say that the core qualities and their bio-physical features are appreciated because they yield benefits to local

communities, visitors and the regional economy. Using the ecosystem/ landscape services approach this process of value-creation can be made visible - as illustrated in the '3LP landscape value chain' in Figure 18 - and communicated easily to decision makers and the public.

Benefits pointed out from stakeholder perspectives mainly relate to cultural & amenity services and partly to habitat and regulating services. However, the core qualities and their bio-physical landscape features actually or potentially supply even more services (e.g. carbon sinks and climate regulation, erosion prevention etc.) which could meet political landscape demands or in other words serve multiple policy objectives. Synergistic measures enhancing bundles of these services should thus be able to be supported by European instruments especially with regard to rural development.

Conclusion

Regarding the top-down path of policy recommendations the 'landscape framework' understood as an integrating carrier for water management, nature & landscape development, and recreational access intended to cover only certain areas (e.g. river valleys) could be conceived as a green infrastructure framework mainly delivering water, habitat, and cultural & amenity services. Further landscape services may be added. It will be of decisive importance how the proposed measures affect individual land-users and owners especially market actors. Therefore the policy recommendations will refer to informal instruments and modes of cooperative implementation supporting the landscape services providing and using activities of economic sectors. Furthermore it should be explored how the landscape perspective could form the basis of a cross-border integrated territorial development strategy for integrated territorial investments.

Regarding the bottom up path of policy recommendations the following hypotheses may be formulated at this point:

Practices of multifunctional landscape (quality) management based on landscape services could ideally serve cross-sectoral place-based policy integration and territorial cohesion. It could maintain and enhance landscape assets as the reproductive foundation of economic productivity and stability and provide consulting services to different economic sectors for cultural and eco-innovation, thus serving smart, sustainable and inclusive development.

The further proceeding in Phase C is described in Chapter 7.

Fig. 18: 3LP landscape value chain

6. Dissemination

6.1. Public Event A & B

Public event A&B[16] is currently under preparation. It will aim in a first part on an overall confirmation of the project's direction, made possible after a presentation of the main objectives, working scheme and the ESPON framework. The second part will aim at more specific input from the public by introducing the 3LP regional context more specifically, particularly the development of the landscape perspective, the situation regarding existing regional policies as well as first findings from EU policy and fund screening. Additionally, a visiting professor from RWTH will bring in knowledge from her work experiences on a cross-border landscape perspective for the trinational Basel region (DE-CH-FR). Overall, input from the audience will be guaranteed by a moderated discussion after the TPG's presentations as well as by an informal gallery walk where guests can react to the project's analytical maps and a draft version of the landscape perspective. Invitees will include local policy makers, landscape professionals, local NGO's and the stakeholders. This will include members of the former MAHL perspective (1993), a cross-border spatial development perspective focusing on the urbanised area of the Euregio Meuse-Rhine.

6.2. Further dissemination activities

Members of the LP3LP project have attended symposia of regional stakeholder initiatives described earlier, (e.g. *Aquadra*) and exchanged knowledge.

The TPG intends to present a paper on the LP3LP project and the history on cross-border cooperation in strategic spatial planning in the 3LP at the ECLAS (European Council for Landscape Architecture Schools) conference in Hamburg (22 – 25 September 2013).

Both Wageningen Universiteit as well as RWTH Aachen University have integrated themes from the LP3LP project into their teaching curriculum, a selection of the outcomes will be presented on the public event A&B. For example at WUR, a BSc thesis project focuses on the Geul/Gulp valley in the 3LP (Nov 2012 – Feb 2013). Overall, seven BSc students are working on individual Landscape Architecture BSc thesis projects with accents on biodiversity, water management, tourism and healing environments. At Master level, a MSc thesis project (Sept 2012 – April 2013) looks on the cross-border landscape during the times of the 'landen van Overmaas',

[16] Public events A and B have been combined, since public event A was located too early in November 2013 to present first results.

aiming at a narrative design for tourist routes in the 3LP region. At RWTH, the chair of landscape architecture investigates the 3LP via a seminar open to urban planning students at Master level. As a part of this seminar, students conduct analytical research on landscape challenges in the 3LP territory. This includes e.g. the development of agriculture in South Limburg, cultural heritage and related stakeholder projects in the entire 3LP region, demographic and morphological shrinkage (NL part of 3LP), urbanization (Wallonian part of 3LP) or flooding problems along the Meuse River and its tributaries. Simultaneously, the seminar compares the 3LP situations with regions that have established regional park concepts in Germany such as the Ruhrgebiet with the Emscher Landschaftspark or the Köln-Bonn region since the Regionale 2010.

Also at RWTH, two visiting professors are conducting short time design studios with students related to the 3LP area. For example, one studio will work in experimental ways on the landscape identity of the area, another focus on water management related issues, and others on infrastructure and urban metabolism. Especially the first studio may provide valuable inspirations for the direction of the LP3LP project. There will be a summer school, possibly focusing on the Maas River from Maastricht to Liège, together with University of Virginia, a renowned landscape architecture school from the USA.

7. Description of further proceeding towards the Draft Final Report

The LP3LP project is partly applying the principles of the European Landscape Convention in a cross border polycentric context, with key messages emerging at this stage. The existing landscape studies, differing from one country to another illustrate the very high level of complexity for implementing a coherent cross border strategy. The analyzed informal initiatives show interesting ways for implementing actions. ESPON information enlarges the debate to global dynamics and to positioning the 3LP in a broader geographical context. The regional design workshops showed so far that a collaborative process between TPG and stakeholders is of importance for a better understanding of local challenges.

7.1. Outlook Phase B

In the coming period a draft landscape perspective will be further developed for the 3LP region, including all of the 3LP landscape. The perspective will aim to preserve, develop and cultivate the core qualities of the 3LP landscape: diversified relief, water appearances, green natural character, polycentric settlement pattern and cultural heritage. The landscape perspective will focus on management of an attractive, diverse and historic rich landscape and cross-border ecological network. These challenges were indicated as the two most important challenges to focus on in the 3LP landscape perspective by the stakeholders in the second workshop.

The perspective will be elaborated into a landscape framework that will also recognize the intermediate areas, so all landscape in the 3 LP area will be addressed in the landscape perspective. The framework concept is a strategic approach in which low dynamic land uses like nature preservation and development, water shed management and floodplains are integrated in a coherent network (Ahern & Kerkstra 1994). The scale of the landscape perspective will be 1: 100.000. Next, a layer of identities is added, consisting of the identifiable parts of the 3LP like *Haspengouw*, *Voerstreek, Heuvelland, Parkstad, Urban Bocage de Liège*, etc. This layer reflects cultural differences in the 3LP. Several elements of the landscape perspective, including elements of the landscape framework will be elaborated on a more detailed scale. Exemplary locations will be selected based on their landscape characteristics and location within the 3 Countries park. The exemplary locations aim to illustrate the possible implementation of the landscape perspective and landscape framework in different landscape situations within the Three Countries Park on a scale of 1:20.000. The selection of the exemplary locations, as well as the detail of the elaboration, will be limited due to limited avalability of

topographical and other maps of the three countries park on a scale of 1:20.000.

In the second workshop energy transition and agricultural development were indicated by the TPG as challenge to pay attention to. Their potential significance for the 3LP landscape perspective is related to their future impact on the landscape, relationship with current EU policy themes, and expected potential for future cross border projects on landscape management and development. When the draft landscape framework is developed the TPG will reflect on the relationships and interactions between the draft landscape framework and energy transition as well as agricultural development.

In the development of the landscape framework the TPG will make extensive use of the previous landscape studies that exist for parts of the region. Many of the objectives formulated in these studies relate to the preservation, development and cultivation of the core qualities of the 3LP landscape. The TPG will critically review the objectives relating them to the 3LP perspective and will also need to interweave objectives related to the cross-border ecological network into the 3LP perspective. Although the focus by the stakeholder is on two challenges (Table 5) the TPG will also have to relate the 3LP perspective and its landscape framework to other challenges.

The (preliminary) results of phase B will be presented at the public event to be held on the 28th of February 2013, allowing a broader audience to respond to the preliminary results. The third workshop on the 21st of March 2013 will be used to work on the landscape framework and its details with the involved group of stakeholders.

7.2. Outlook Phase C

As soon as a first draft of the landscape framework is available, a link will be made between its potential measures and the European thematic objectives, investment priorities and supported rural development measures. As European financial support is mainly focussed on investment support and services to the business community and as the development of landscapes is strongly influenced by its production function (as described in the first territorial trend in Annex I), the share and main activities of economic sectors in 3LP and how they capitalize on non-commodified landscape services will be analyzed upon data availability and feasibility. Parallel to these further analytical steps the process of drafting thesis papers for policy recommendations will start right away:

- 1-2 overarching thesis papers on potentials for 3LP cross-border landscape governance and management based on the existing 3LP initiative considering the use of the European instruments (e.g. ITI)
- A couple of thematic thesis papers on potential 3LP policy initiatives synergistically covering aspects of all 3 story lines (New rural dynamics in the 3LP, Resilient and climate proof 3LP landscape, The attractive 3LP metropolitan landscape) and addressing cooperative relationships with market actors with regard to European investment priorities
- 1-2 thesis papers on the bottom up path dealing with the hypotheses mentioned in 5.3, i.e. on how regional landscape management could support European place-based policy integration and smart, sustainable and inclusive growth and how it could be further strengthened in European policies and programs

The thesis papers will be discussed in a series of 2 expert meetings and one stakeholder workshop. For the first expert meeting (April 2013) focussing on the top-down path it is planned to select up to 8 experts mainly according to 3 groups: (1) local-regional experts representing economic sectors, e.g. farm advisory services, tourism agencies (2) cross-border metropolitan regions (3) experts from authorities working on national/regional programming.

The second expert meeting (May 2013) focussing on the bottom-up path will gather up to 8 experts dealing with landscape management in research and practice at the interface with European policy implementation.

Preferred thesis papers will be further elaborated and transformed into a catalogue of policy actions in case of the top-down path and one single commentary paper in case of the bottom-up path. The transferability of results will be checked by identifying general versus context specific principles and measures from the landscape perspective and the policy recommendations according to their potential applicability to (1) all European regions (2) other cross border regions or (3) to specific CBPMR with partially similar characteristics to the 3LP.

8. Bibliography

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