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ISSN 1333-2422
UDK = 332.2 : 658 (049.7)

REVIEW PAPER

CAP contribution on landscape management in Bulgaria

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ABSTRACT

This paper aims to make an evaluation of CAP contribution to landscape management in Bulgarian economy of rural areas. To sum up, landscape is a non-commodity output produced as direct or indirect outcome of the activities operating in a particular area and it is valued by society for its functions (use and non use values, ecological, recreational, cultural etc). Due to this complex nature, it produces second-order effects that are captured by the stakeholders in rural areas (farmers or others), and that generate potential markets for new activities. Therefore, through the generation of these effects, landscape contributes to boosting the economy of rural areas and is an important driver for the whole regional economy.

Key words: landscape, CAP, landscape management, rural areas

INTRODUCTION

The concepts of multifunctionality of landscape and of its multiple values represent the starting point of the analysis, to explain the potential generation of socio-economic benefits. The analysis of the different functions of landscapes and the recognition of their attributes and peculiarities is an essential condition for valuating the possible socio-economic benefits that landscapes may generate in rural areas. The interaction between the fundamental features of landscape, such as its historical, cultural, recreational, production, aesthetic, biodiversity and ecological functions, determines the multifunctional character of landscapes and generates their value as perceived by society. In turn, this potential of satisfying social expectations and needs can represent a valuable factor for generating economic benefits in rural areas (Pochaleev and Todorova, 2011)

The value of landscape and its multifunctional attributes have been widely acknowledged and studied in the literature, and some definitions of landscape constitute an attempt to explain this concept (Vanslembrouck I, Van Huylenbroeck G, 2005; Marangon F, Tempesta T, 2008).

The relationship between landscapes and the economy of rural areas suggests that the valorisation and conservation of landscapes has to be supported not only for its inherent value and its nature of environmental public good, but also for its potential to generate socio-economic benefits in rural areas. Public intervention can therefore target landscapes as important drivers for the economic development of these areas (Popova and Atanasov, 2010).

The first necessary condition to translate such potential benefits into real opportunities for the actors operating in rural areas is that the characteristics and the state of landscapes in a given area correspond to the ones desired by society. This means that the current level of provision of landscapes has to match the societal demand of landscape, and public intervention is required to reverse the "undersupply" of landscape detected in certain areas (Cooper, 2009).

The second condition to generate such potential spill-over effects is that the actors operating in rural areas are able to exploit the potential market opportunities offered by landscapes and their functions. Only in this case are the potential benefits likely to be translated into new opportunities for income and jobs.

The reference to these two conditions is important to understand which kind of public intervention is needed, in which circumstances, to generate such landscape-related opportunities.

MATERIAL AND METHODS

The Rural Development Programmes of the current period (2007-2013) support measures that can have an added value for this new perspective of the policy. Some of them such as the agri-environmental payments and the measures designed for less favoured areas can have direct and indirect effects in the provision of landscape and in delivering landscape as environmental public good, playing also an important role in terms of financial allocation in the current Rural Development Programmes.

The study used descriptive method and the method of expert evaluation. Policy intervention is measured by following indicators: number of projects and expenditure of measures of the CAP. Measures are grouped into three groups (Table 1) and the allocation of funding across the three groups. Based on the above, it is possible to analyse the extent to which the Rural Development Policy 2007-2013 and its set of measures may support those types of actions as previously identified.

Among the 44 measures proposed to Member States by Council Regulation (EC) n. 1698/2005, it is possible to identify a set of 20 measures related, to a different extent and in different ways, to landscapes. As shown in Table 1 below, this set of 20 measures can be further broken down into two big groups according to the two conditions mentioned above:

(1) the first group of measures is related to the "provision of landscapes";

(2) the second group concerns the provision of "landscapes related services and activities", i.e. actions helping rural stakeholders to carry out activities that are potentially linked to the existence and attractiveness of landscapes in rural areas. The measures of EAFRD are codified as follows:

RESULTS AND DISCUSSION

Some of the measures planned in Common Agriculture Policy pillar II are not chosen by Bulgarian authority as follows: measure 132 Supporting farmers who participate in food quality schemes; 133 Supporting producer groups for information and promotion activities for products under food quality schemes; 216 Support for non-productive investments; 323 Conservation and upgrading of the rural heritage; 331 Training and information for economic actors operating in the field covered by Axis 3; 412 Local development strategies. Environment/land management; 413 - Local development strategies. Quality of life/diversification.

Measures related to the provision of landscapes

An additional classification is possible for the measures identified as potentially related to the provision of landscapes. Firstly, 2 measures of Axis 2, Agri-environmental payments and Support for non-productive investments (measures 214) have a direct relationship with landscape provision. Their objectives, as defined in the legal framework of the rural development policy, refer in fact directly to the protection and improvement of landscapes and their features, thus potentially covering actions and commitments aimed at their delivery, such as:

a) upkeep of landscapes and maintenance of high nature-value farmland areas, including the conservation of historical features (e.g. stonewalls, terraces, small wood);

b) management and conversion of pastures;

c) extensification of farming systems that are directly related to high landscape quality and diversity.

A second group of measures, mainly from Axis 2, indirectly relates to the provision of landscapes, by improving the sustainability of agriculture and natural capital. These measures include compensatory payments for Less Favoured Areas (LFA) (measures 211 and 212), the main aim of which is to avoid land abandonment and its negative effects on landscape and the countryside, and the measures linked to Natura 2000 payments and payments linked to Directive 2000/60/EC (Water Framework Directive) (measure 213). Some measures of Axis 1 give support to farmers who make use of advisory services to improve their scientific knowledge and education on farming techniques and sustainable

Table 1. Main Rural Development measures in Bulgaria supporting directly or indirectly the provision of landscapes and helping the creation of landscape-related activities

		Provision of landscape		Landscapes related services and activities
Code	Type of measure	Direct	Indirect	
	AXIS 1			
111	Vocational training, information actions, including diffusion of scientific knowledge and innovative practices in the agricultural		x	
114	Use by farmers and forest holders of advisory services		x	
115	Setting up farm management, farm relief and farm advisory services, as well as forestry advisory services		x	
121	Farm modernisation			x
123	Adding value to agricultural and forestry products			x
	AXIS 2			
211	Natural handicap payments to farmers in mountain areas		x	
212	Payments to farmers in areas with handicaps, other than mountain areas		x	
213	Natura 2000 payments and payments linked to Directive 2000/60/EC		x	
214	Agri-environmental payments	x		
	AXIS 3			
311	Diversification into non-agricultural activities			x
313	Encouragement of tourism activities			x
321	Basic services for the economy and rural population			x
322	Village renewal and development			x

Source: Landscape and rural areas: towards an economic valuation of socio-economic impacts

use of natural resources, including the maintenance and enhancement of landscapes (measures 111, 114). Other measures of Axis 3, which can also indirectly influence the provision of landscapes, are the ones conceived for specific actions (e.g. studies, investments) associated with the maintenance, restoration and upgrading of the natural and cultural heritage, or aimed at increasing the economic attractiveness of villages. Finally the Axis 4 measure concerning local strategies by Local Action Groups on the environment and land management (measure No 412) can also indirectly affect the provision of landscapes

Measures related to "landscape related services and activities"

Some measures of Axes 1 and 3 refer to different types of actions aimed at enhancing the economic viability of rural areas through diversification of agricultural activities and thus help farmers to capture the opportunities offered by landscape amenities and functions:

- measures 311 and 313 support farmers to undertake non-agricultural activities: service and craft activities (bed and breakfast, education and social activities on farm, production of local products), trade activities (creation of local store attached to the farm and direct selling of self-made products), and infrastructure for tourist sites and recreational activities. .

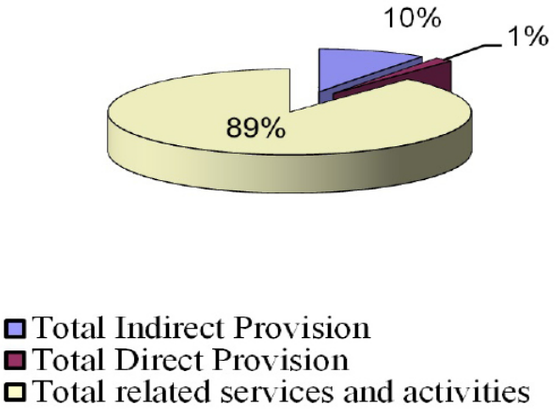
- measures 121 and 123 respectively help farmers to bear the costs for investments in the holding, support the processing and marketing of existing and new products.

- measure 321 provides support to cover the setting up of basic services for the rural population, including cultural and leisure activities and related small scale infrastructure for the economy of rural areas (leisure, sport and cultural activities, child care facilities, transport services, telecommunication services).

- measures 322 give support to actions aimed at village renewal and development in order to face depopulation and economic decline of certain areas and to the implementation of local development strategies focused on quality of life and diversification.

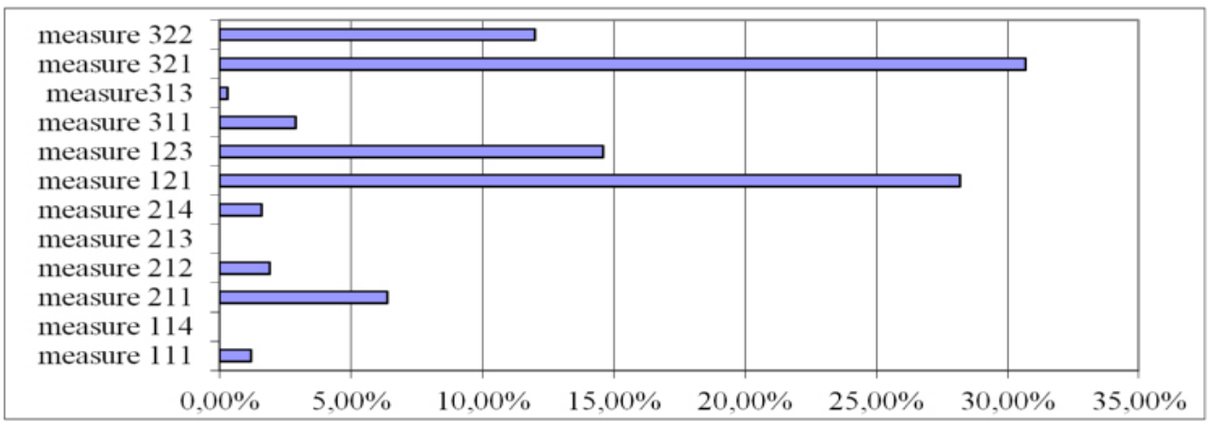
Importance of the measures related to landscape in the Rural Development Programmes for the period 2007-2013.

According to the classification provided in the previous chapters, chart 1 gives a picture of the importance of the three groups of landscape-related measures in terms of the allocated expenditures in the Rural Development Programmes of the 2007-2013 programming period in the Bulgaria.



Graph 1. Importance of potentially landscape-related group of measures, in terms of total allocated expenditure (including EAFRD contribution and national co-funding) for the 2007-2013 programming period, in the Bulgaria

The graph 2 provides a more detailed overview, by single measure, of the financial weight of the rural development measures identified in the previous chart, with respect to the overall financial envelope for national rural development programme. Measure 321 and measure 121 are the most favourable among Bulgarian beneficients. Expenditures on these measures exceed the followings in several times. As reasons can be pointed the low level of modernization of holdings and not well-provided



Graph 2. Relative importance of potentially single landscape-related measures, in terms of total allocated expenditure (including EAFRD contribution and national co-funding) for the 2007-2013 programming period, in Bulgaria.

rural areas with infrastructure so there is a necessity of big investments in these directions. Other measures 114 and 213 don't report any costs because of rejection of all proposed projects.

Concerning in particular the "measures directly related to the provision of landscape", the Agri-environmental (measure 214) is applied only. Measure 214 accounts for the majority of RDP funding in several other northern Member state (FI, DK, AT, IE) allocate between 30% and 50% of their rural development funds to this measure.

The significance of this chart and figures for assessing the contribution of rural development programmes to the direct provision of landscapes has however to be taken with caution since measure 214 covers a wide range of environmental objectives, not necessarily in connection with the provision of landscapes.

Table 2. Actions delivering "agrarian landscape" under the Agri-Environment Measure (214)

Actions	Adopted proposals
Organic farming	377
Organic bee keeping	155
Maintain pastures	598
Maintain habitats of protected birds	1
Maintain and manage traditional orchards	32
Introduction of rotation to protect soil and water	1
Control of soil erosion	36
Use of local, rare breeds of livestock	312
Maintain or introduce extensive grazing practices	182

Source: http://prsr.government.bg/

Concerning the measures identified as «indirectly related to landscape», the most important, in terms of budget allocation, are the measures targeted to Less Favoured Areas which cover payments to farmers in areas with handicaps in mountain areas (measure 211) and in other areas (measure 212) and which respectively account for 67% and 20,1% of the total „indirect" measures. These two measures are particularly important for the conservation and preservation of landscape in the areas concerned. The first objective of these measures is in fact to avoid land abandonment, which can have negative consequences for the countryside as a whole and also for landscapes.

Table 3 below is based on the results of the Evaluation of RDP in Bulgaria and shows an increasing interest to the measures in the last two years. These results do not give any information on the importance of these actions in terms of public expenditure within the programmes, only the amount of expenditures is reported.

It is reported increasing interests to these measures during the last year. Expenditures at year base raise as well the number of selected proposal. Rural Development Programmes contribute landscape in mountain areas better then other areas.

Concerning the group of measures potentially supporting landscape-related activities and services, the most important in terms of total public expenditure allocated is the Axis 3 measure 321 „Basic services for the economy and rural population" and the Axis 1 measure 121 „Modernisation of agricultural holdings". They account for 66% of the total budget. No relevant actions under this measures have been found by means of the screening exercise, in the Rural Development Programmes as delivering agrarian landscapes.

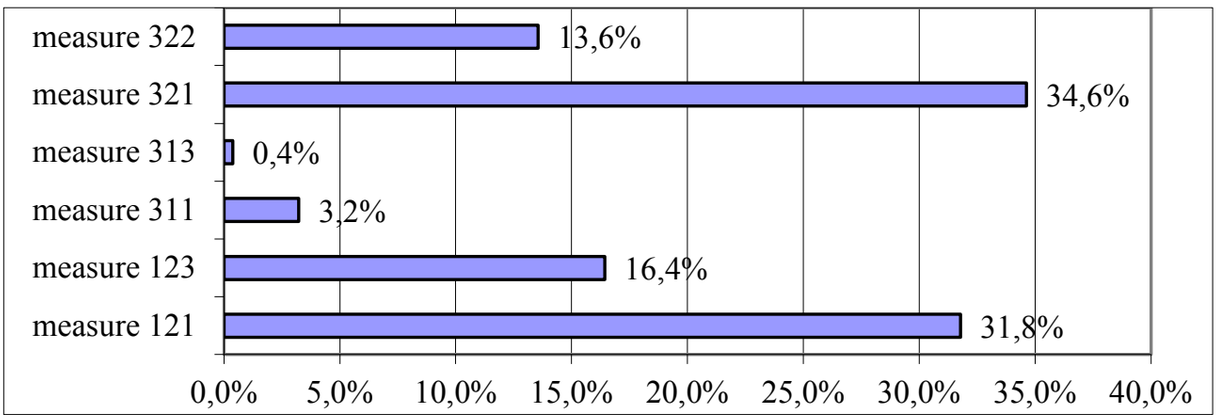
Finally, the measure 123 «Adding value to agriculture and forestry products» absorbs over 16% of the budget. However as for the measures 321 and 121 no relevant actions targeted at delivering agrarian landscapes have been found under this measure. All the other measures are of minor importance, each of them absorbing less than 4% of the total public expenditure of all Rural Development Programmes. Overall, the relative importance of these measures can vary significantly (graph 3).

Table 3. Number of submitted and selected proposals on M 211 and M 212 by years

year	Measure 211			Measure 212		
	Submitted proposals	Selected proposals	Expenditures (000 euro)	Submitted proposals	Selected proposals	Expenditures (000 euro)
2007	22.649	22.646	12.377	9.417	9.411	3.786
2008	24.151	24.026	11.505	10.017	9.977	3.801
2009	26.246	26.134	18.436	10.835	10.793	4.642
2010	29.031	28.308	15.522	11.619	11.301	4.234
2011	29.210	28.265	19.403	11.489	11.194	6.719
Total	131.287	129.379	77.243	53.377	52.676	23.182

Source: http://prsr.government.bg/

Graph 3. Proportion of total public rural development expenditure for the measures related to the socio-economic effects of landscape, in Bulgaria



CONCLUSIONS

The potential for local development is at the core of the justification of public policies in support of the valorization and conservation of landscapes. The first necessary condition identified is that the characteristics and the state of landscapes in a given area correspond to the ones desired by the society. This means that the level of provision of landscapes must match the societal demand. The second condition to generate spill-over effects is that the actors operating in rural areas are able to exploit the potential market opportunities offered by landscapes and their functions. Only in this case are the potential benefits likely to be translated into new opportunities for income and jobs.

In conclusion the measures are relevant and contribute regional development. In the matter of fact the adoption of them must be accelerated in order to achieve economic and social benefits in certain areas.

The main findings of the research are:

- Some measures contributing the landscape are not applicable in Bulgaria;
- Measures of the group of related services and activities are the most important. They are 88% of total expenditures;
- Measure 321 and measure 121 are the most favourable in Bulgaria. They account for more than 50% of expenditures;
- Costs on measure 321 are assign for Water supply network and Sewerage and purifying;
- There is an increasing interest to measure 211 and measure 212 recently;
- The most spread activities in measure 214 are Maintain pastures, Organic farming and Use of local, rare breeds of livestock.

ACKNOWLEDGEMENT

The research reported in this paper was funded by the European Commission within the project "Supporting the role of the Common agricultural policy in LAndscape valorisation: Improving the knowledge base of the contribution of landscape Management to the rural economy" (CLAIM), 7th Framework Programme, contract n. 222738 (www.claimproject.eu).

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Zajednička poljoprivredna politika u odnosu na upravljanje krajobrazom u Bugarskoj

SAŽETAK

Cilj ovoga rada je ocjena doprinosa Zajedničke poljoprivredne politike u odnosu na upravljanje krajobrazom u bugarskoj ekonomiji u ruralnim područjima. Ukratko, krajobraz je nematerijalni proizvod nastao kao direktni ili indirektni rezultat aktivnosti koje se provode na određenom području, a društvo ga vrednuje na temelju njegovih funkcija (uporabnih i neuporabnih, ekoloških, rekreacijskih, kulturnih itd.). Zbog svoje kompleksnosti stvara efekte drugog reda, koje koriste pripadnici interesnih skupina u ruralnim područjima (poljoprivrednici i ostali), ali i potencijalno tržište za nove aktivnosti. Stoga nastankom ovih efekata, krajobraz doprinosi rastu ekonomije ruralnih područja i predstavlja značajan pokretač ukupne regionalne ekonomije.

Ključne riječi: krajobraz, Zajednička poljoprivredna politika, upravljanje krajobrazom, ruralna područja