New CAP and new relationship between Food-Agriculture-Environment

1. The transition of CAP from a sectoral development model to a territorial development model

The first half century of CAP will be mentioned slow and with contradiction. Cap was meant as a process to convert territory to values. Thus, territory is considered as relation between environmental resources, cultivation techniques, food tradition/local specificities. The improving of territory and genius loci occurs at a later stage (Structural Funds, PIM, Leader1, Leader 2, Leader 3, LEADER +, Agenda 2000, Fischler) through the enhancing of the so called second pillar of the CAP and the paradoxical set-aside reform. This second pillar fostered competitiveness, boosting productivity and the unitary yield per hectare of cultivated lands. Only in nineties, with an extraordinary convergence of interests shared by agricultural policies of both capitalist and socialist countries, new functions are assigned to the rural areas. This new orientation goes beyond the satisfaction of basic needs (food, clothes) and with the second and third sector (processing industry, marketing, agrotourism) concerns also the ethical aspect (preservation of cultural and environmental resources) and the aesthetic content (rural landscape) of human action.

The evolution over the time of CAP, testify, in an emblematic way, the variety of the several socioeconomic interests revolving around the primary sector.

The transition of CAP from a sectoral development model to a territorial development model can be divided into six programmatic steps:

- Incentive in order to increase production and yield per unit (in the sixties)
- Policy of Price Support and Structural Policies (in the seventies and the eighties)
- integrated territorial development policies, development of multifunctional and sustainable agriculture (Leader +, Agenda 2000 Reform)
- regionalization of support interventions and introduction of single farm payment not linked to production but to the adoption of Good Agriculture Practices that means in the respect of environment, farmers, consumers and livestock safe
- reduction of direct incentives and support to greening and food security interventions (2014-2020).

From a model of agriculture sector exploitation addressed to the growing productivity (based on quantity and profitability of outputs), CAP changed in a model of functional and qualitative development model. This new approach put Agriculture in linkage with other economic sectors (handicraft, tourism, trade and service industry) and aspects of social sphere (values, tradition, ethics, aesthetics).

2 The Primacy of Italy and Europe in the protection of rural landscape and high quality food products

Europe and Italy have normative primacy on issues related to Agriculture but very often characterized by paradox and contradictions. Those put in danger the evolution gained even
through mistakes of evaluation and support to primary sector (support price policies and set-aside incentives).

New CAP, still under discussion, will have take in account that “to feed humankind” it’s necessary to dress the globe in a more respectful way to use natural resources and environment and in the respect of traditional food culture of local communities. Rural landscape that, all over the world, tells stories of millennial labour and success, becomes the paradigm more suitable to interpret them and to protect quality of rural products and food through labels. Europe is well-advanced also in emanation of legislation about landscape safeguard.

European Landscape Convention was adopted in 2000 (in Florence) and it is open for signature by EU Member State. It promotes the protection, management and planning of European landscapes. It contains a range of measures aimed at promoting landscape protection, management and planning, underpinned by principles of sustainable development in terms of keeping potential and economic capabilities for future generation, attracting touristic flows, enhancing commercial flows of high quality production. World Heritage Convention of UNESCO goes in the same direction with its further integrations, in particular, “Applicative Orientations”, in 1995, represent the cultural landscape as “the result of the action and interaction of natural and human factors”

At the beginning of the new millennium, the research of the balanced relation between Food-Agriculture-Environment is facing the recovery of cultivation and food know-how, that are the result of millennial accumulation of experiences.

The last agricultural revolution invites humankind to limit his intervention on agricultural and to select the kinds of consumption and the food.

In the last years too competitive and industrialized agriculture, has stressed the necessity, in the both capitalist and socialist countries, to reinstate a safer and more balanced relation with environment to protect biodiversity and quality of agro-food products. Although the two different ideologic contexts (capitalist agriculture and socialist one), and opposite problems overproduction, agro-food market saturation in western countries, shortage of basic food in less developed Countries and in socialist Countries such as Cuba), there has been an extraordinary convergence of interests which stimulated the research of rural production in the respect of environment, natural resources and closer to the local demand of food.

As Cap was concentrated on the enhancing of rural development, also FAO, in the last ten years, discovered a different approach in agricultural in terms of recovery of traditional not competitive practices. It started the project Globally Important Ingenious Agriculture Heritage Systems (GIAHS), for the census and development of rural local systems. It promotes the study and the use of sustainable techniques of land utilization in order to export them in other Countries with similar natural and cultural characteristics. Moreover, Fao signed the proposal to achieve a” Catalogue of rural, historical landscapes that are in risk of extinction”, This proposal has been put in the Final Declaration of the International Colloquium in 2005 by research group GECOAGRI-LANDITALY, committed by UGI Sustainability of rural systems. The paper has been published in the Acts of the Colloquium. It emphasizes the "urgent need to build a catalog of rural landscapes, especially those ones at risk of extinction; a geographical catalogue to consult to let know the evolutionary cycles of agricultural areas and to build political and economic interventions in a aware and focused way".

Cap thanks to valorization of the concept of territory and genius loci moved up a process on a worldwide scale. Europe keeps a primacy for the proposal of a new model of integrated

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territorial sustainable development through the regionalization of intervention, the valorization of rural landscape and the protection of high quality agro-food products.

The new approach of CAP reviews the relation Food-Agriculture-Environment in a different perspective, pushing the next CAP reform towards greening and food security. Also institutions and stakeholders are addressed to make short the distance between consumer and producer in order to achieve protection of environment, farmers health and livestock wellbeing.

The high quality agricultural products are the output of rural areas specificity depending on periodicity of seasons and common rites of agricultural operations such as grape harvest and consumption.

3. Italian and European quality labels to guarantee excellent agro-food products

Local tradition is better expressed whereas interaction between natural resources and rural community is more pronounced. The protection of high quality products in terms of production, of process industry, of consumption ways is one of the main goals of European Union. European Union, indeed, has achieved in advance adequate and complete rules in a such great way that other non-European Countries have adopted to protect their products too.

Since the last decade of past century among the best measures of European Union it’s possible to notice those ones concerning the attribution of quality labels to guarantee excellent agro-food products: Product Denomination origin (P.D.O.), Protected Geographical Indication (P.G.I), Traditional Speciality Guaranteed (T.S.Gs.), Organic agricultural products (BIO).

The preservation of traditional products of quality and the enhancing of food products specificity are achieved at first by the EC Regulations n. 2081/92, which regulates the assignments of PGI and PDO labels, and the Regulations EC. 2082/92, which regulates the assignments on certificates TSGs labels. Later the New EC Regulation no. 510/2006 and the new EC Regulation no. 509/2006 have improved them. The production procedure guideline of products, which have got European quality labels, have to specificity: the name and type of the product, the boundaries of its geographic area of reference, the elements that attest its link with the geographical environment of origin, the detailed and complete description of the techniques and stages of production, the codes of regulations reference, which must be clearly legible on the label; inspection bodies officially recognized at European level which will do the periodical inspections in related factories of production. Moreover, the achievement of quality EU labels requires, through the procedure guideline submitted by the producers themselves, a strict respect of production rules and to accept the costs of the required audit by appointed Control Body and the inspections themselves.

Totally agro-food products with Eu label are 1033, among which 515 PDO, 476 PGI and 40 TSGs. Italy, thanks to 230 products with Eu quality label, has the leadership in production and in registration of the Eu quality labels. France, Spain, Portugal and Greece have respectively 184, 150, 116 e 90 products with Eu quality labels assigned in the period from 1996 21th June to 2011 30th June (See fig 1).

Fig. 1. Italian, european and extra-european agro-food products with Eu label PDO, PGI, TSGs (Source: GECOAGRI-LANDITALY, 2012)
The leadership of Italy in this case is quite expected. Italy has a different naturalistic, environmental heritage (from a geological, morphological and climatic point of view), a variety of microenvironments, and a concentration of different local stories, tradition and cultures expressed in an emblematic way also in models and food rites. Italian food is well known in all over the world and Italian agro-food products are exported everywhere and they are enhanced by initiatives and organizations such as Slow Food, Eataly Qualivita, Salone del Gusto, Terra Madre. Also France, Spain, Portugal and Greece have an old agrarian tradition and like Italy they have different territorial assets and peculiar natural resources.

Observing the data of the products covered by the EU labels, the big number of Eu labels (PDO, PGI and TSG) on products coming from third countries, is the clear proof of the primacy of EC law able to attract attention and subscriptions on a planetary scale.

Since 1992, the first regulations in the field (Art.12 of Regulation (EEC) No. 2081/92 on the IGP and DOP; Art.16 of Regulation (EEC) No. 2082/92 on the STGs\(^2\)), stressed the opportunities to establish a reciprocal guarantee, valid for the production of quality from both European countries and not European ones. In 2006 regulations also grant to third countries to

\(^2\) The two Regulations considered the possibility to protect also quality products coming from non – European Countries "... provided that: - the third country is able to give identical or equivalent guarantees ...... - the third country has an inspection system equivalent ...... - the third country agree to provide to corresponding agricultural products and food stuffs benefiting of EU label of specificity, a protection equivalent to that one existing in the EU".
chose national audit bodies. In other words, European Union protects agricultural food production over which European Union can’t use control. It’s very urgent to solve this normative paradox since, in 2010-2011 two-year period, the number of application forms coming from non European Countries has duplicated from three to six. Until 30 June 2011, 10 applications on 19 were Chinese like so five products on six, that have PDO labels, are Chinese. Very often these Chinese products are cultivated in polluted areas very close to factories.

So Europe has primacy in regulations about the protection of quality products. Also Italy, has the biggest number of protected quality products through EU labels, therefore in nineties Italy, on a national scale, felt need to safeguard amazing quality food heritage through rules. The Ministerial Decree of 18 July 2000 defines traditional agro-food products (TAP) all productions "whose methods of processing, preservation and seasoning are consolidated over the time, homogeneous across the whole region, according to traditional rules, for a period of not less than twenty-five years". The assignment of TAP label is therefore an Italian brand name attributed by the Ministry of Agriculture, Food and Forestry (MiPAAF) as proof of the interaction between: unique food traditions, ingenious production techniques and local natural resources. It’s interesting to underline that the link with the tradition in 2008 led to a joint effort between the Ministry of Agriculture, Food and Forestry and the Ministry of Heritage and Culture, which allowed to attribute to TAP the status of direct and concrete expressions of Italian civilization, just like all other National Cultural Heritage (See fig. 2).

Fig. 2 Traditional Agro-food Products (TAP) in Italy (Source: GECOAGRI-LANDITALY 2012)

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3 DM 8 September 1999, n. 350. Regulations for the identification of traditional products referred to Article 8, paragraph 1, of Legislative Decree no. Apr. 30, 1998, n. 173; OJ No 240 of 12 October 1999
Italy therefore has a leading position in European leadership: sensitivity towards tradition as a guarantee of food products and the sustainability of agricultural practices. Our country has therefore used a strong stimulating action, pushing EU for adopting rules for the protection of the quality and safety food. In January 2002, European Food Safety Authority (EFSA) in Parma (Italy), a politically independent body from all the countries of European Union, with functions of scientific advice and information on the different risks of food chain. The decision to create a supranational authority for the protection of food, as an independent source of scientific advice and communication on risks associated with the food chain, was taken as a result of repeated food concern in the late nineties.
In 2009 European Commission sent a Communication to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on agricultural product quality policy\(^4\). Moreover, with the publication in October 2008 of the Green Paper on agricultural product quality: product standards, farming requirements and quality schemes, the European Commission gathered opinions and suggestions directly by the Associations and EU citizens (involved in agricultural issues), and in 2009, European Commission issued a document that stressed the importance of the quality of production as the main instrument to achieve higher and more competitive incomes; moreover the document underlines two main aspects: the need of quality product is combined by more information and news about it, the urgent need to establish safeguard rules for quality products marketed in non European Countries.

Concerning problem of international marketing and the risks of counterfeiting, in the absence of specific legislation, the Commission invites immediately to reinforce the European Observatory on Counterfeiting and Piracy established in 2009, to deal with current agreements with third countries WTO and to prepare individual bilateral agreements. Certification and labeling thus become key words to protect the quality of the product through the transparency of procedures and traceability of all components, and at the same time to meet the increasingly urgent consumer request for information.

4. **Paradoxes and contradictions of an evolution currently at risk**

The itinerary and the process of conversion to the territory of the international agricultural policies in recent years are put at risk by the fact that too many agricultural areas are back to the annual monocultures. Annual monocultures, already responsible for serious damage (desertification and soil pollution), today are paradoxically presented to protect the environment and subsidized to produce biomass for energy (climate and energy package "20-20-20"). This explains the debate around the new CAP reform (2014-2020); old and recent contrasts between family farming systems and agro-industrial products enforce the decision-makers towards a basic imperative: consider production reality in a realistic and practical approach, starting in each case from the territory and farming factories that work there, in other words from the geography of agricultural systems\(^5\). The next CAP reform will have handle a lot of issues: to begin with European instances themselves are under discussion and the economic global crisis is hitting Europe for a long time.

The search for new intervention policies in Western Countries is, therefore, full of contradictions:
- From one side the definition of new policies affirm the necessity to reduce human intervention, from the other side there are incentives towards mechanization;
- From one side there is the willingness to get agricultural production through traditional methods, from the other side there are pressures towards extensive agricultural production;
- Moreover in 2014 there celebrated family agriculture but there are a lot of incentives for ethanol-fuel.

Even the shocking data of malnutrition and mortality caused by hunger confirm clear paradoxes of the current agro-food situation: Western countries recorded surpluses in

\(^4\) COM (2009) 234, Commission of the European Communities: Communication of European Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on agricultural product quality policy, Brussels, 28.5.2009

\(^5\) That is what is claimed by Geographers belonging to GECOAGRI-LANDITALYgroup: every European Commission support must start from farms and compare with the agricultural systems that characterize the area where incentives are allocated. See M.G. GRILLOTTI DI GIACOMO, *Thematic Atlas of Italian Agriculture*, SGI, Rome, 2000
agricultural production while food prices increase (between 2007 and 2008 have soared by as much as 52%); the lands where the climatic and environmental conditions are better are less cultivated (the intertropical African area import food that could be produced there and even exported); land is missing but the hilly and mountainous land is abandoned; in the meanwhile in less developed Countries there are land grabbing in order to grow no food crops. Countries where people are starving as Perù, Brasil and Asia export food products obtained from speculative agriculture; malnutrition and food disease (diabetes and obesity) in both Western Countries and in less developed Countries.

Climate change, environmental damage of productivism and the abandonment of rural areas, but also the increasing strong demand for agricultural food production of certified quality and especially the economic crisis that hit the world in the first decade of the third millennium forced people to consider the primary sector in a different perspective.

Just during the debate for discussing the new CAP reform the concept of a multifunctional and sustainable agriculture has been clouded by a succession of events: on one hand the international economic crisis requires the reduction of incentives for those areas with regional disparities of development, from other hand the pursuit of high profits at lower operating cost reintroduces, with support for energy crops, the same mechanism that favors annual monocultures and large-scale productions, in other words the sectoral development model, that had been judged negative for environment damage caused, started again.

And while European countryside are filling with overrunning plants for the production of biomass (rapeseed in particular), the new CAP will have to consider that the care of the fields and the beautiful rural landscape, insured by human intervention, are the only real guarantee of future productivity. If in the past the order and the beautiful were opposed to the fear of famine, as we are reminded Marco Terenzio Varrone in his *De re rustica*, today food insecurity, hydrogeological imbalance and desertification of soils are the main problems.

Debate over the six months during Expo 2015 will focus on these contradictions. The event will contribute to propose concrete solutions "capable of: deepening the relationship between diet and health; improving the quality of life and encouraging aware choices of production and consumption, proposing a discussion on Science and Technology in service of humanity; promoting sustainable development and environmental protection; considering solidarity and cooperation on the basis for development". 