



Targeting policy support to HNV farming

Gwyn Jones

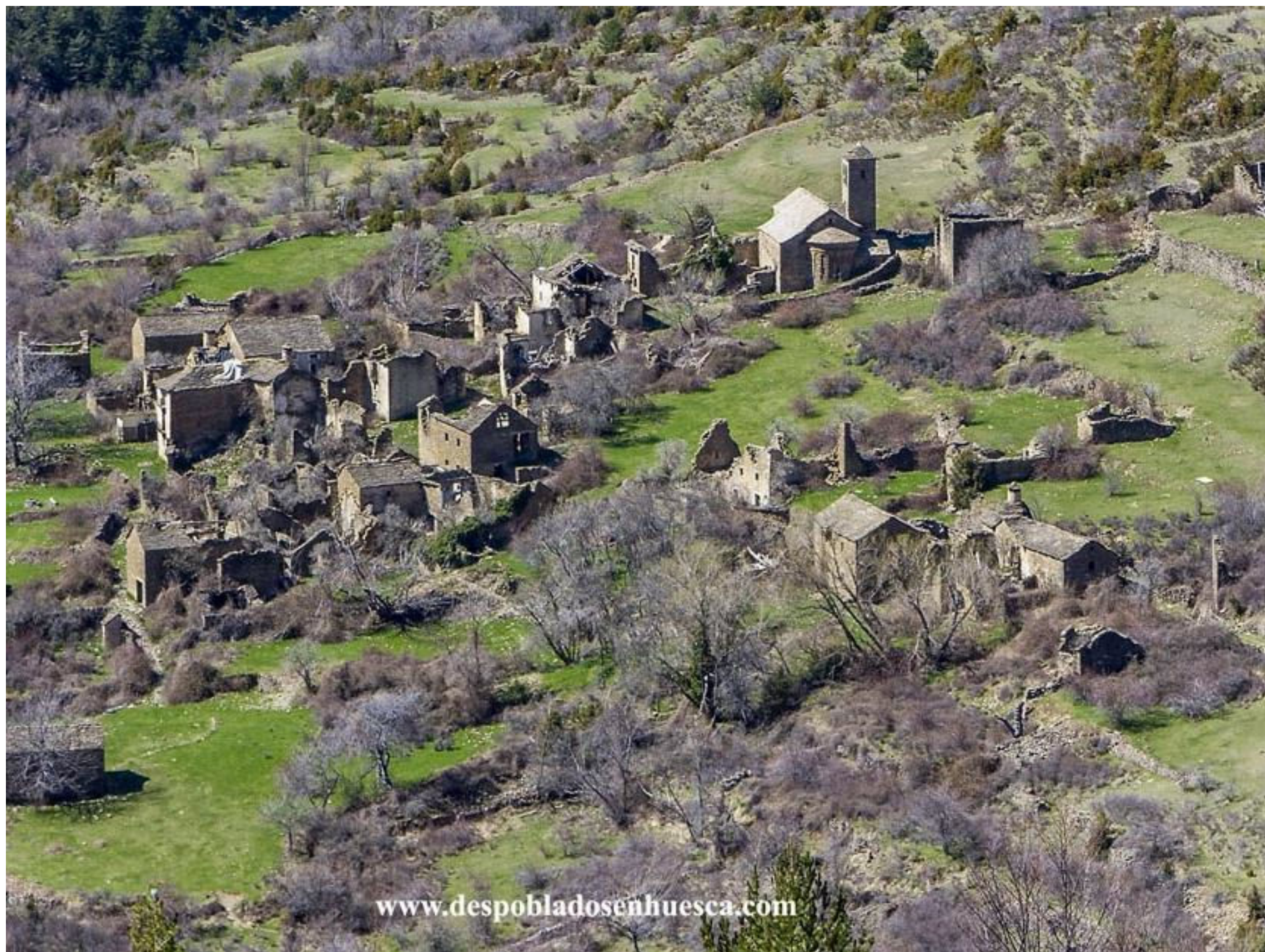
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EUROPEAN FORUM ON
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Number of endemic vascular plant taxa in different habitat types of Europe (Hobohm & Bruchmann 2009, 2010, 2012)

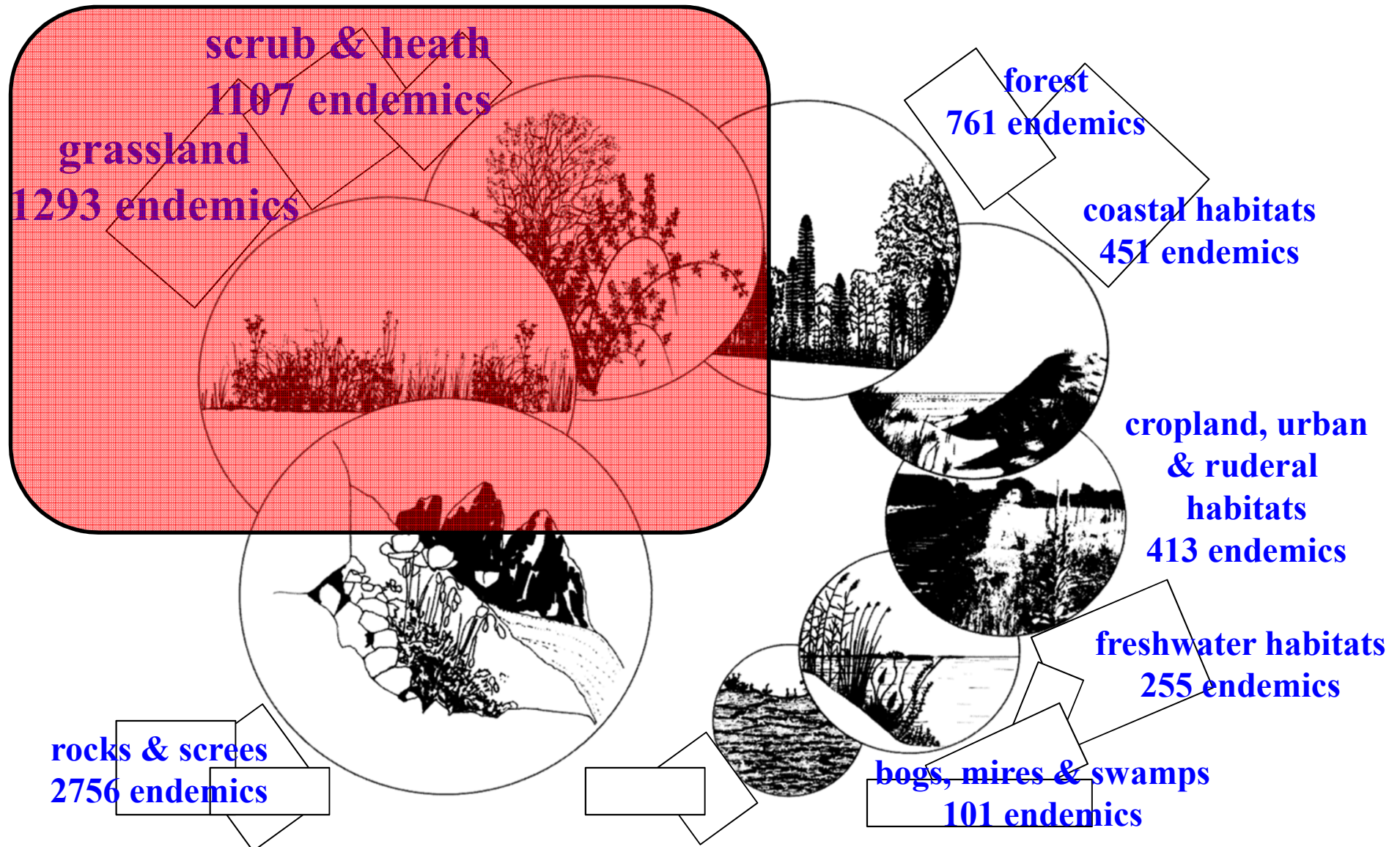


Table 1. The communities used as the richest in vascular plant species at a range of spatial grains.

Area (m ²)	Richness	Method	Community	Region
0.000001	3	Shoot	Dry, sandy grassland	Germany
0.000009	3	Shoot	Dry, sandy grassland	Germany
0.0001	5	Shoot	Dry, sandy grassland	Germany
0.0009	8	Rooted	Mountain grassland	Argentina
0.001	12	Shoot	Limestone grassland	Sweden
0.004	13	Rooted	Semi-dry basiphilous grassland	Czech Republic
0.01	25	Rooted	Wooded meadow	Estonia
0.04	42	Rooted	Wooded meadow	Estonia
0.1	43	Shoot	Semi-dry basiphilous grassland	Romania
0.25	44	Rooted	Semi-dry basiphilous grassland	Czech Republic
1	89	Rooted	Mountain grassland	Argentina
10	98	Shoot	Semi-dry basiphilous grassland	Romania
16	105	Shoot	Semi-dry basiphilous grassland	Czech Republic
25	116	Shoot	Semi-dry basiphilous grassland	Czech Republic
49	131	Shoot	Semi-dry basiphilous grassland	Czech Republic
100	233	Rooted	Tropical lowland rain forest	Costa Rica
1000	313	Rooted	Tropical lowland rain forest	Colombia
10 000	942	Rooted	Tropical rain forest	Ecuador

Programming in a nut-shell

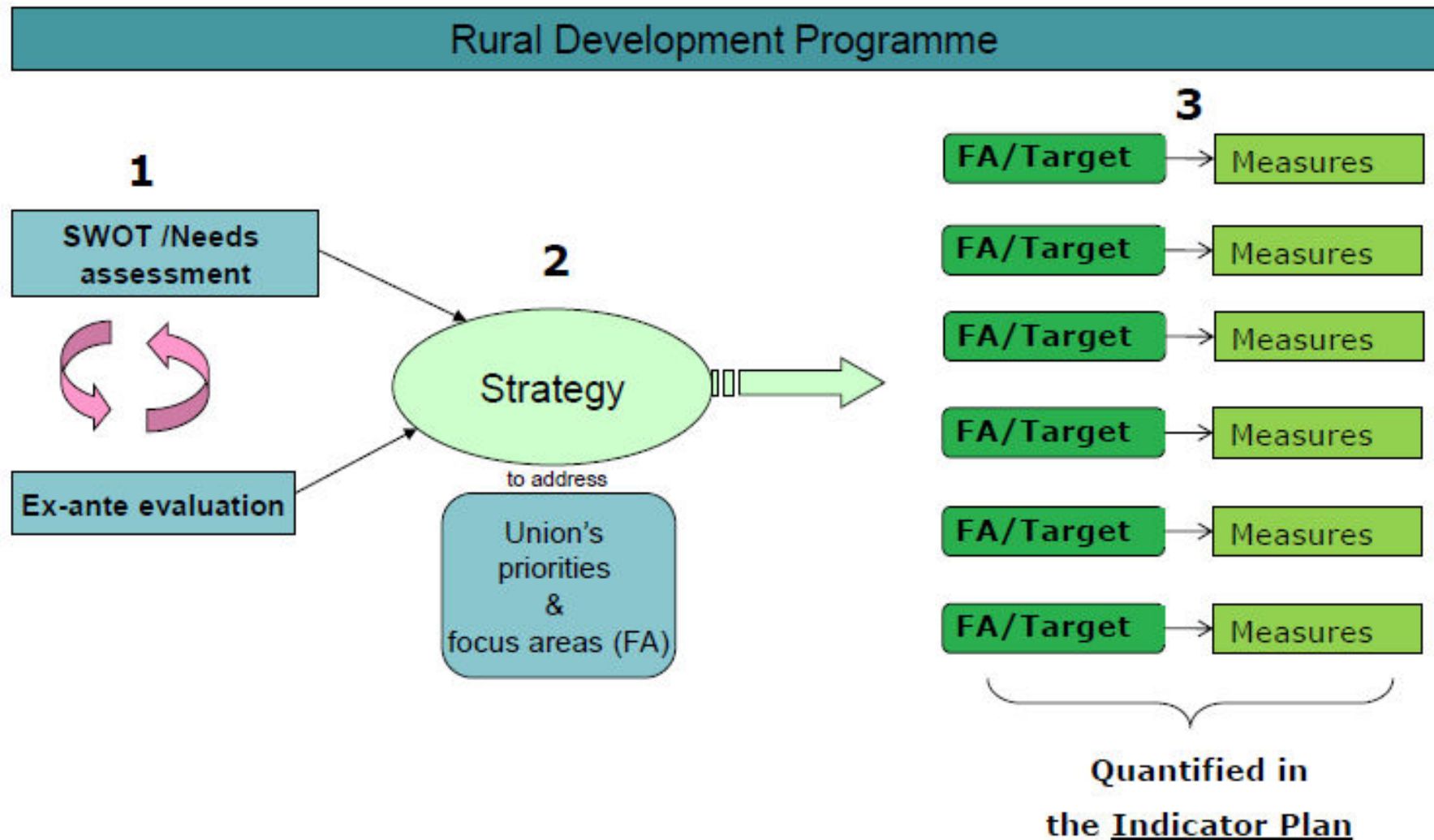
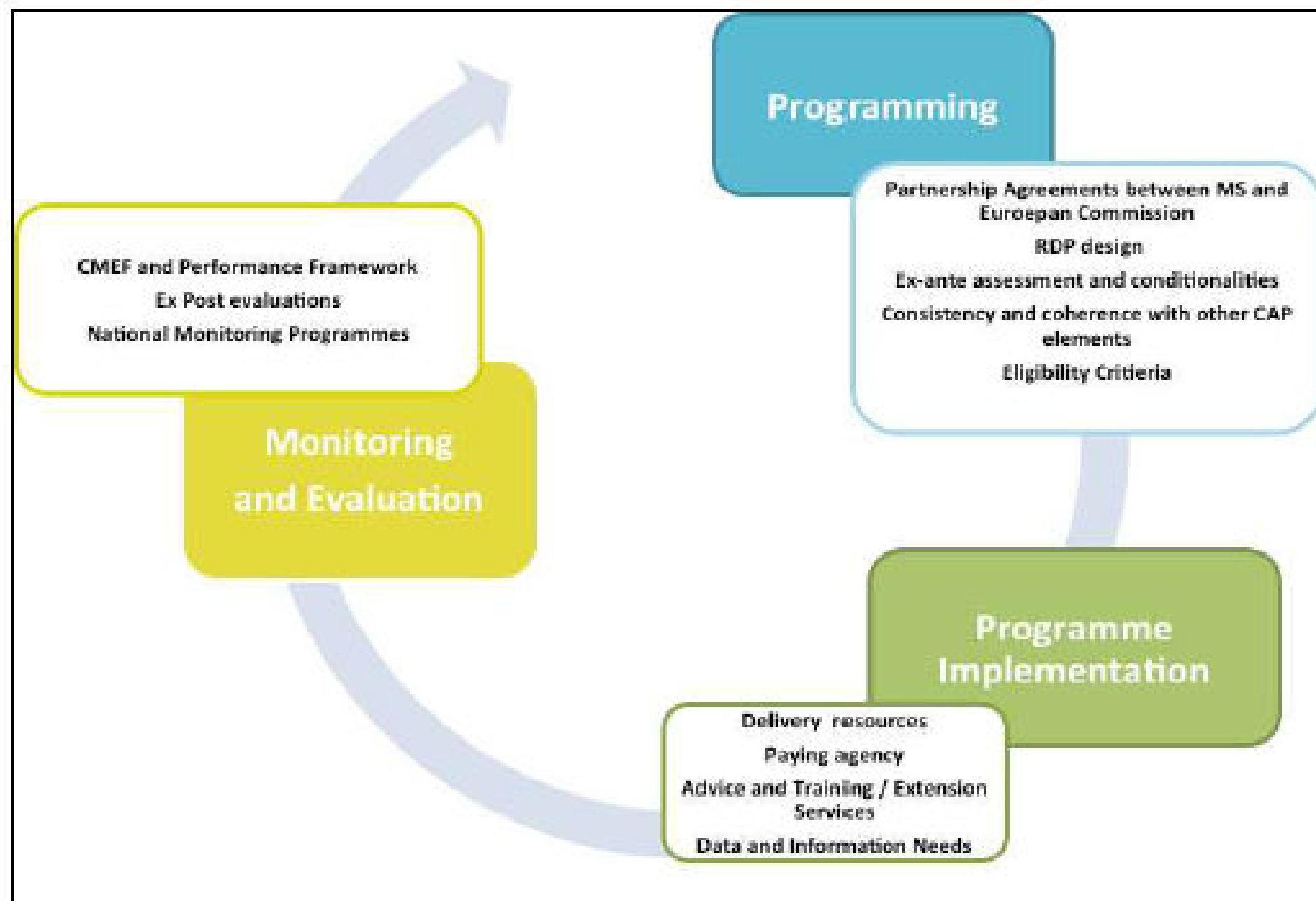


Figure 6.2. A typical rural development programming cycle



EU Biodiversity Strategy

- Overall aim: to halt the loss of biodiversity and the degradation of ecosystem services in the EU by 2020, and restore them in so far as feasible, while stepping up the EU contribution to averting global biodiversity loss.



EU Biodiversity Strategy

- Target 1: Halt the deterioration in the status of all species and habitats covered by EU nature legislation and achieve a significant and measurable improvement in their status
- Target 3A — Maximise areas under agriculture ... that are covered by biodiversity-related measures under the CAP so as to ensure the conservation of biodiversity and to bring about a measurable improvement in the conservation status of species and habitats .. and in the provision of ecosystem services



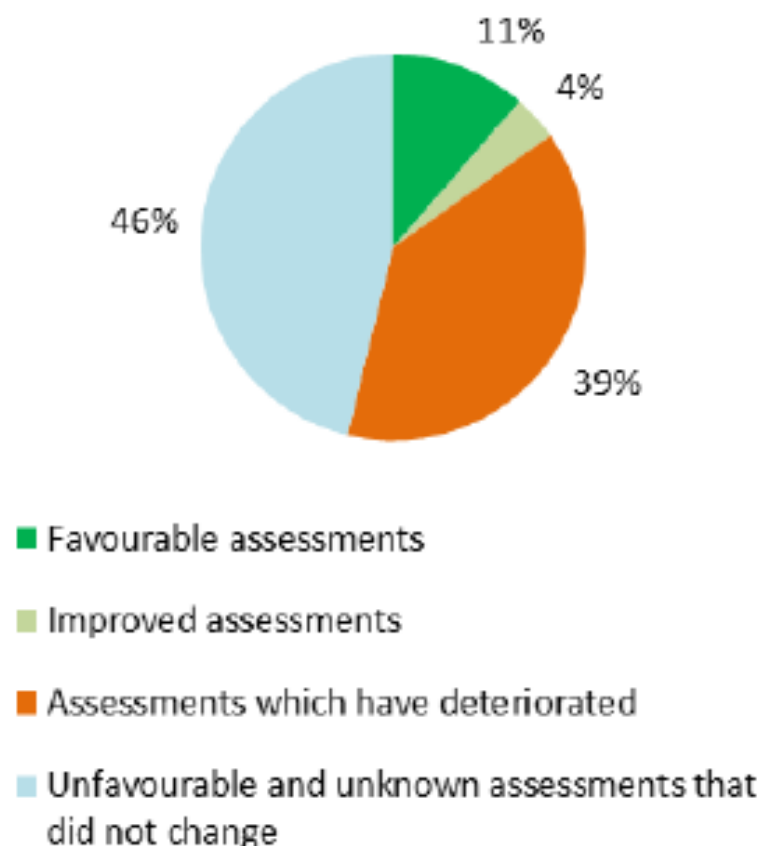
Mid-term review of the Biodiversity Strategy

- Overall aim: No significant overall progress
- Target 1: There is progress towards the target, but at an insufficient rate

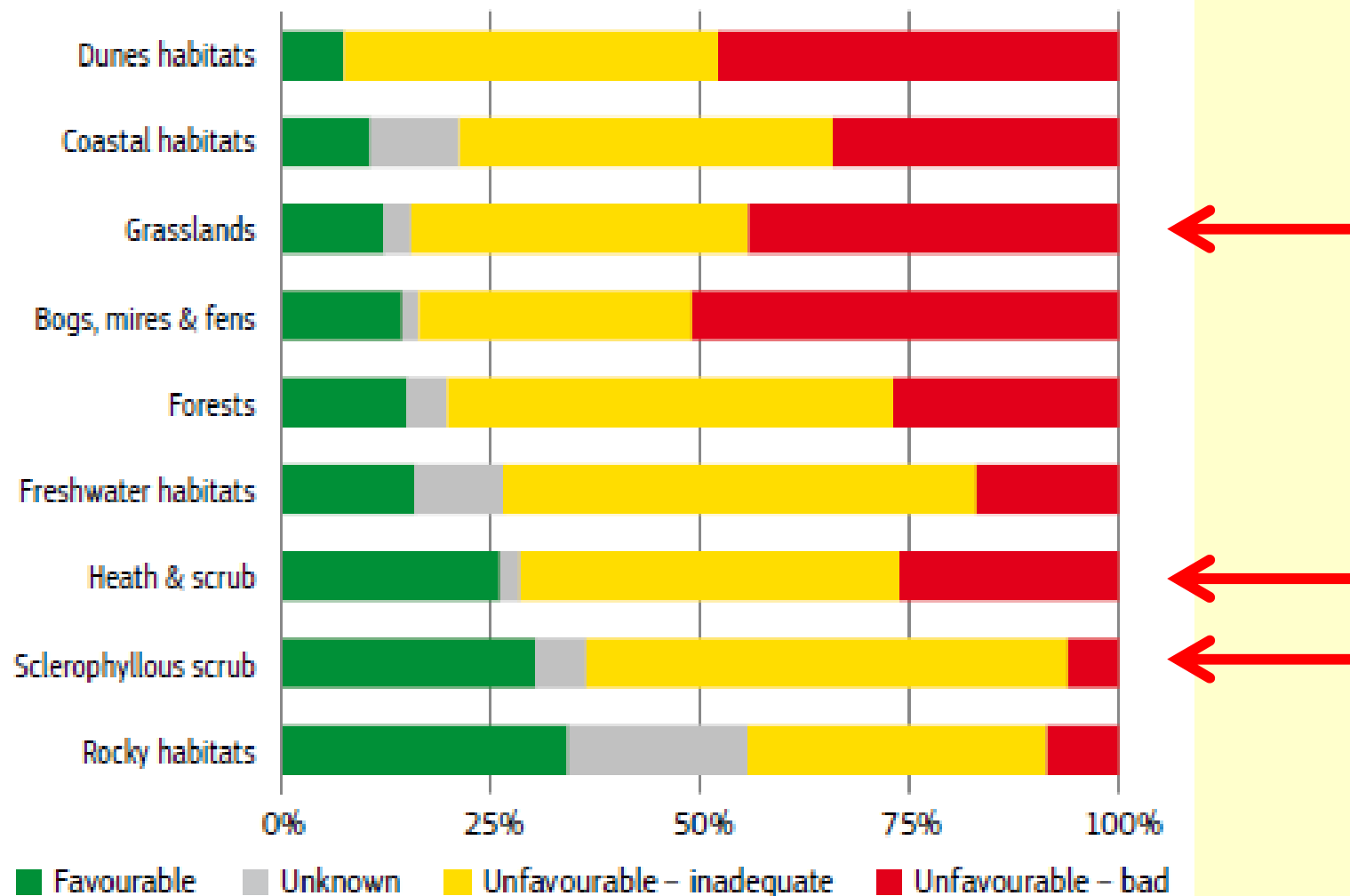


Mid-term review of the Biodiversity Strategy

Figure 3 — Changes (2007-2012 vs 2001-2006) in conservation status for habitats of Community interest associated with agricultural ecosystems (grassland and cropland)

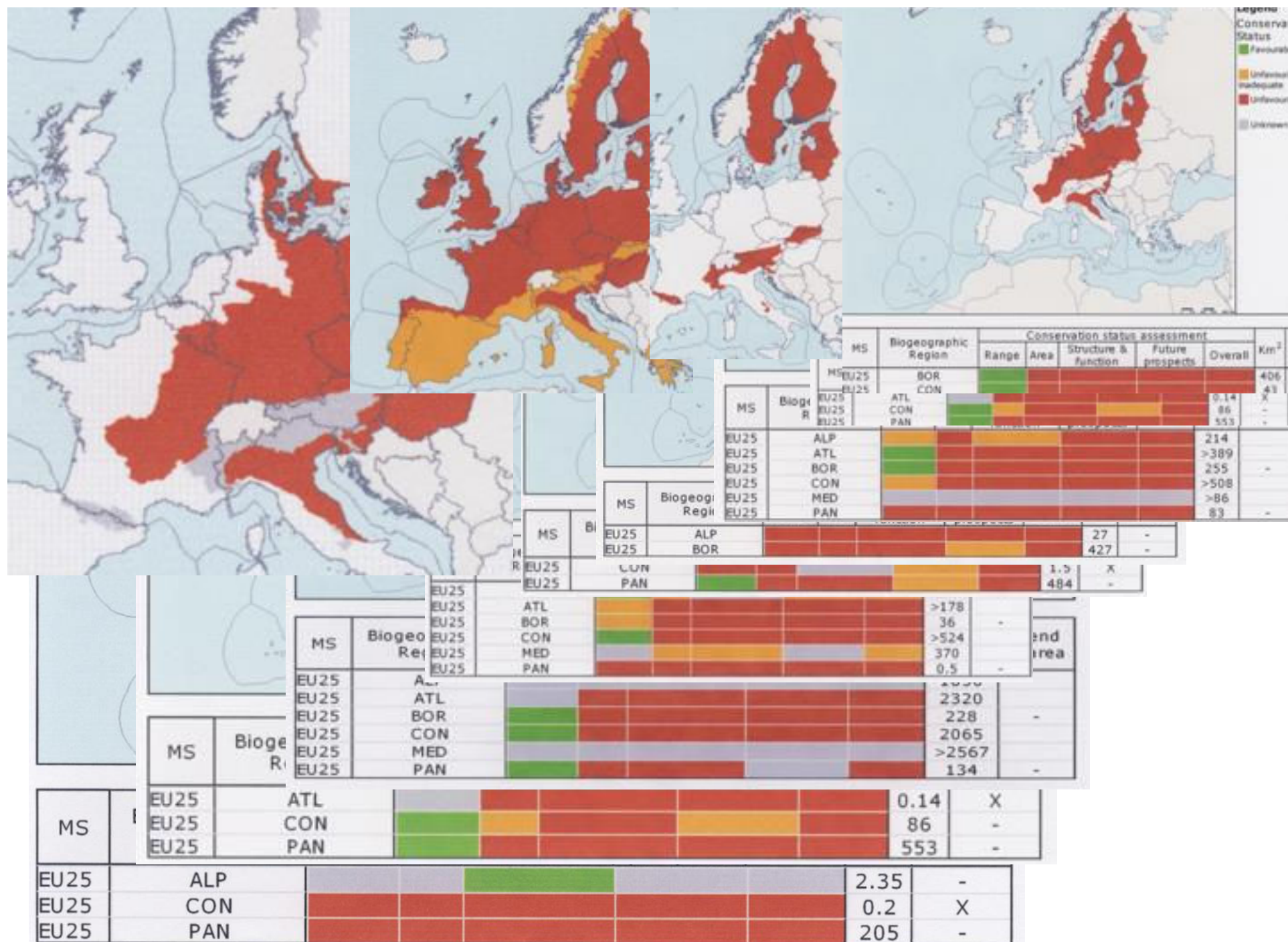


Mid-term review of the Biodiversity Strategy

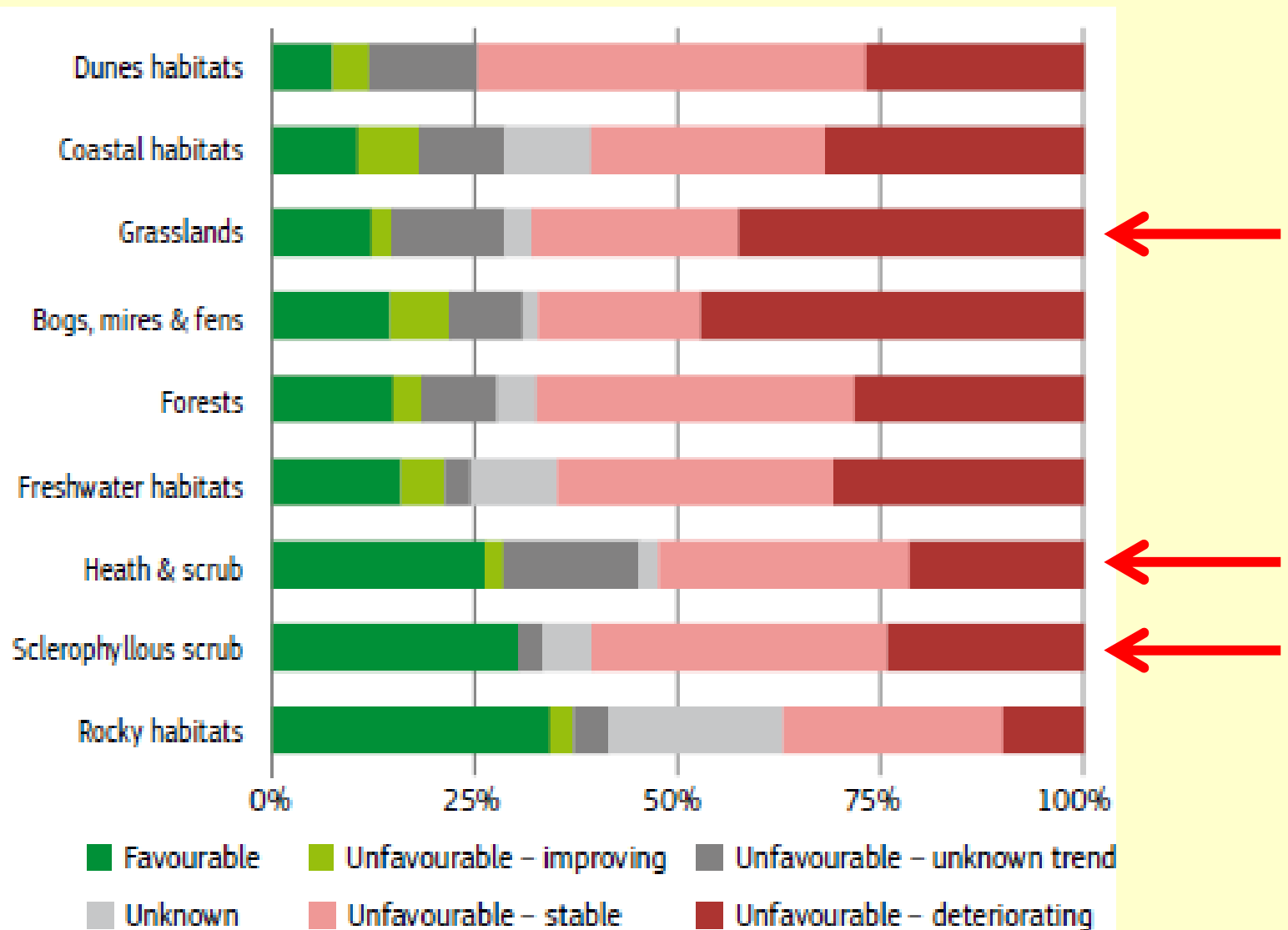


Conservation status of habitat types by main habitat group





Mid-term review of the Biodiversity Strategy



Conservation status trends of habitat types by main habitat group

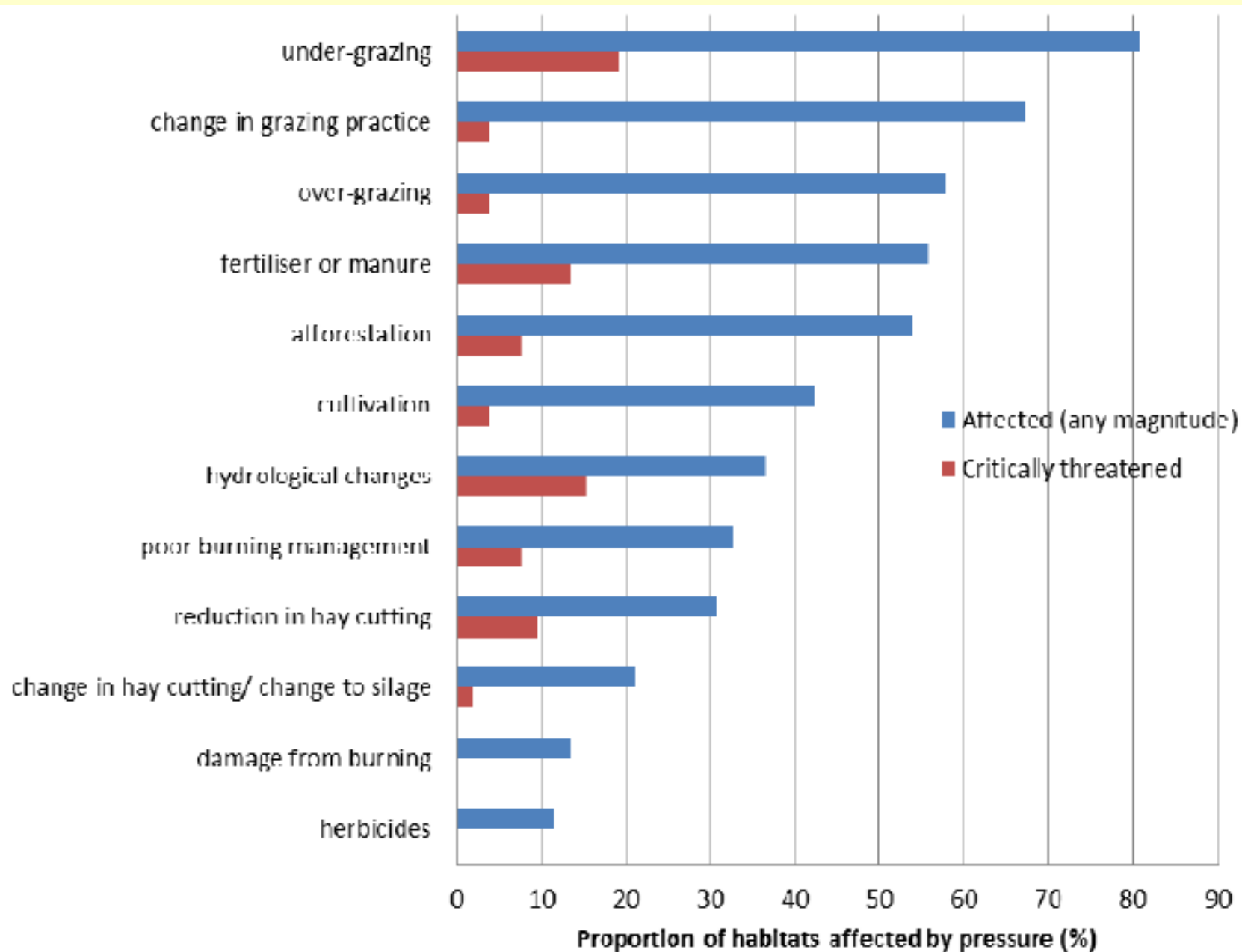


We don't even know how unfavourable!

		%UFC	%XX
4010	Northern Atlantic wet heaths with <i>Erica tetralix</i>	100	0
4030	European dry heaths	52	47
5130	<i>Juniperus communis</i> formations on heaths or calcareous grasslands	47	7
5330	Thermo-Mediterranean and pre-desert scrub	15	77
6170	Alpine and subalpine calcareous grasslands	26	31
6210	Semi-natural dry grasslands and scrubland facies on calcareous substrates (Festuco-Brometalia)	49	23
6270	Fennoscandian lowland species-rich dry to mesic grasslands	100	0
9070	Fennoscandian wooded pastures	100	0



Annex habitats – reasons for unfavourable status



Mid-term review of the Biodiversity Strategy

- Overall aim: No significant overall progress
- Target 1: Progress towards the target but at an insufficient rate
- Target 3a: No significant progress
- No measurable improvement in the status of the majority of agriculture-related species and habitats covered by EU nature legislation
- Farmland birds have continued declining
- Grassland butterflies are declining severely and there is no sign of levelling off



‘We need better targeted measures’



What do we mean??

- What land should be targeted?
- Who should be targeted?
- What measures should be targeted
- What activity should be targeted?



‘We need better targeted measures’

What land?

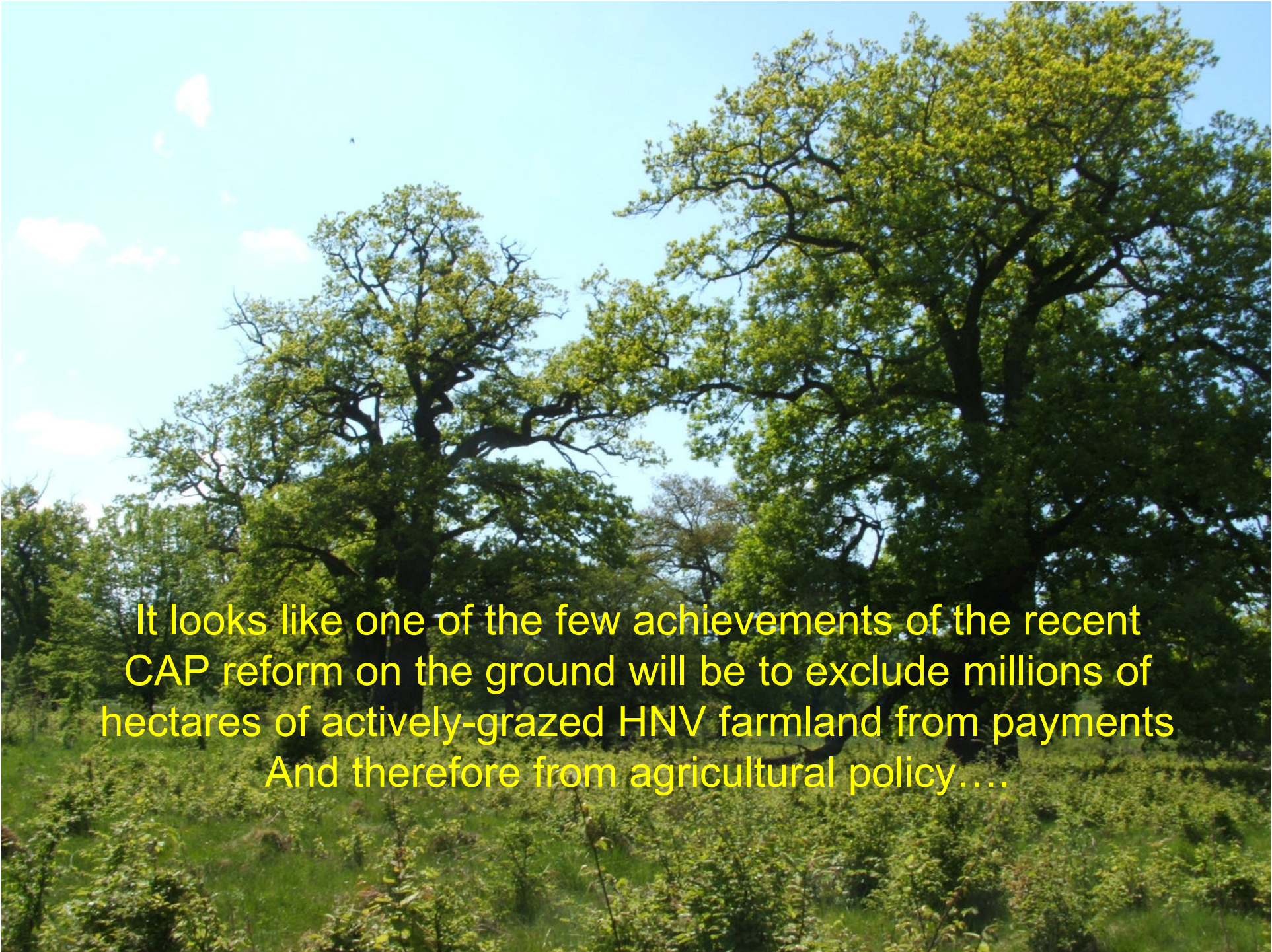


Agricultural issue? CAP can target it! Surely...?

- Agricultural land is all the land used for agriculture!!
- "holding" means all the units used for agricultural activities and managed by a farmer situated within the territory of the same Member State (Reg.)
- "agricultural area" means any area taken up by arable land, permanent grassland and permanent pasture, or permanent crops (Reg)
- “Classification as ‘permanent pasture’ and, consequently, as ‘agricultural area’, depends on the actual use of the land in question” (ECJ)
- "permanent grassland and permanent pasture" (together referred to as "permanent grassland") means land used to grow grasses or other herbaceous forage naturally (self- seeded) or through cultivation (sown) and that has not been included in the crop rotation of the holding for five years or more; it may include other species such as shrubs and/or trees which can be grazed provided that the grasses and other herbaceous forage remain predominant as well as, where Member States so decide, land which can be grazed and which forms part of established local practices where grasses and other herbaceous forage are traditionally not predominant in grazing areas; "grasses or other herbaceous forage" means all herbaceous plants traditionally found in natural pastures or normally included in mixtures of seeds for pastures or meadows in the Member State, whether or not used for grazing animals;



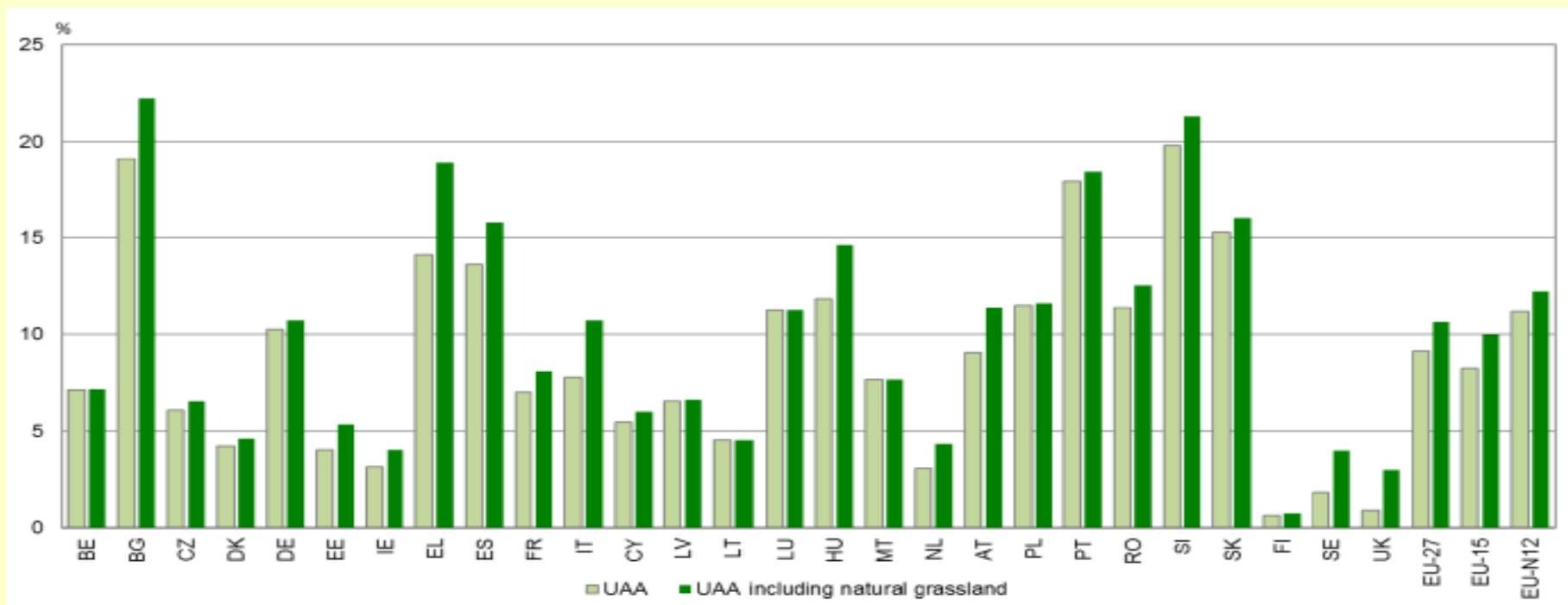




It looks like one of the few achievements of the recent CAP reform on the ground will be to exclude millions of hectares of actively-grazed HNV farmland from payments
And therefore from agricultural policy....

HNV farming – are we targeting Natura?

- At least 58 Annex 1 habitats are farmed
- 38% of the area of terrestrial Natura sites is farmland
- In some States, Natura sites are a substantial proportion of all farmland



HNV farming is key to 'delivering Natura', but just targeting sites...?



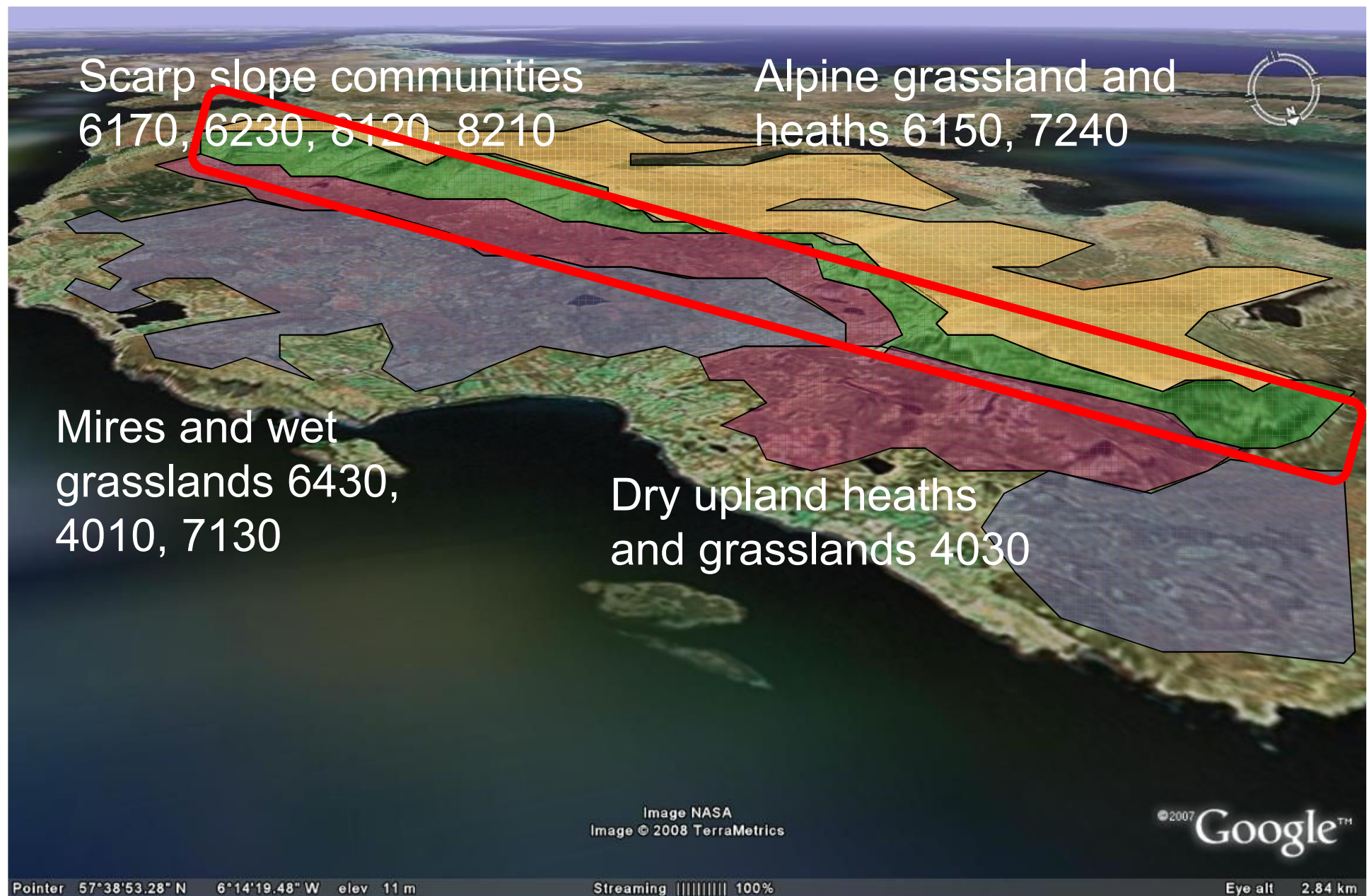
Often not meaningful in terms of management units



Site Management Plans

- should be a great help for RDP design and measure targeting, but....
- In 2012, only 58 % of Natura 2000 sites had management plans, or had such plans in development
- (Seems to be a major factor in poor support for HNV farming in some States? But who's doing anything about it?)





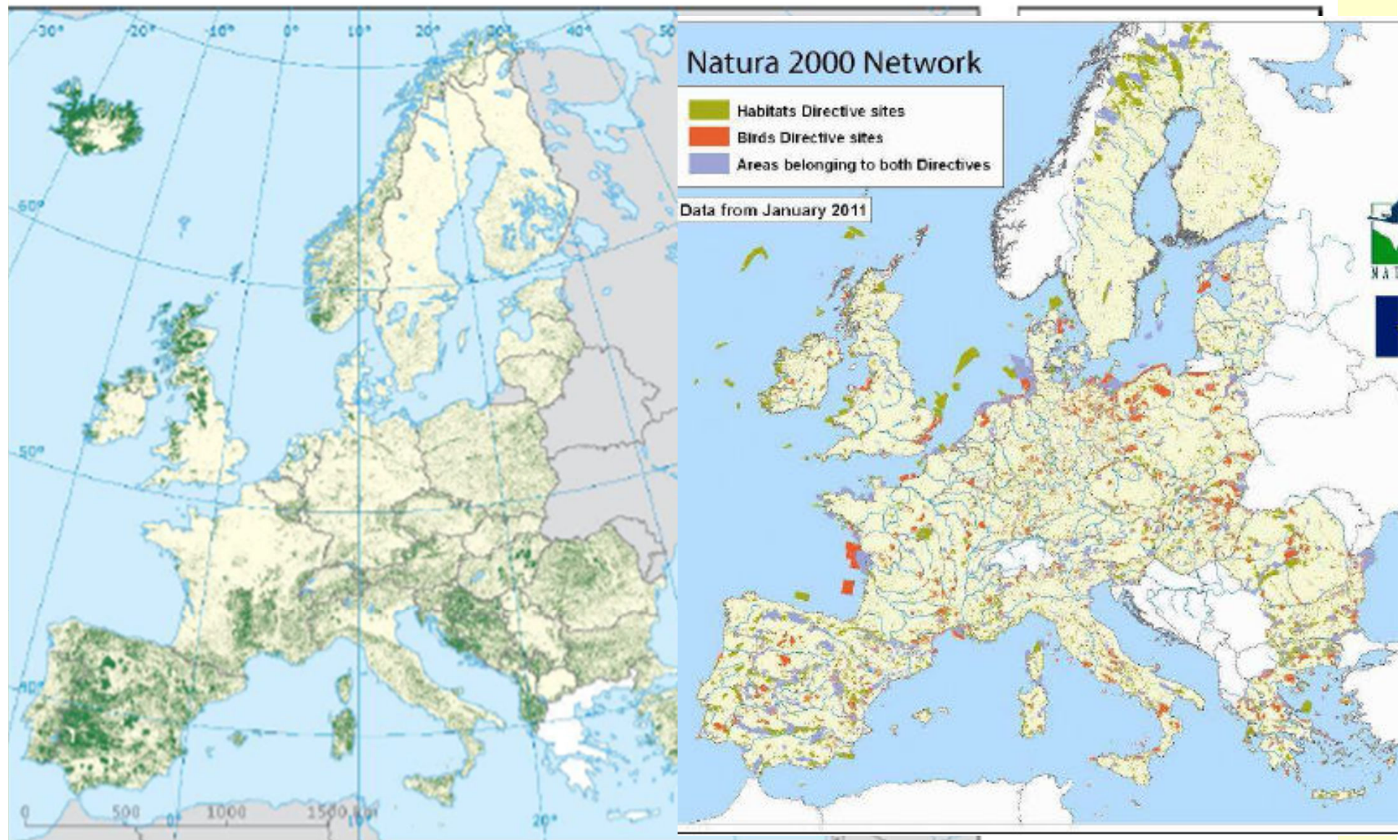
Not all Annex habitats or species in Natura sites

Habitats Dir. – more than just the Natura sites

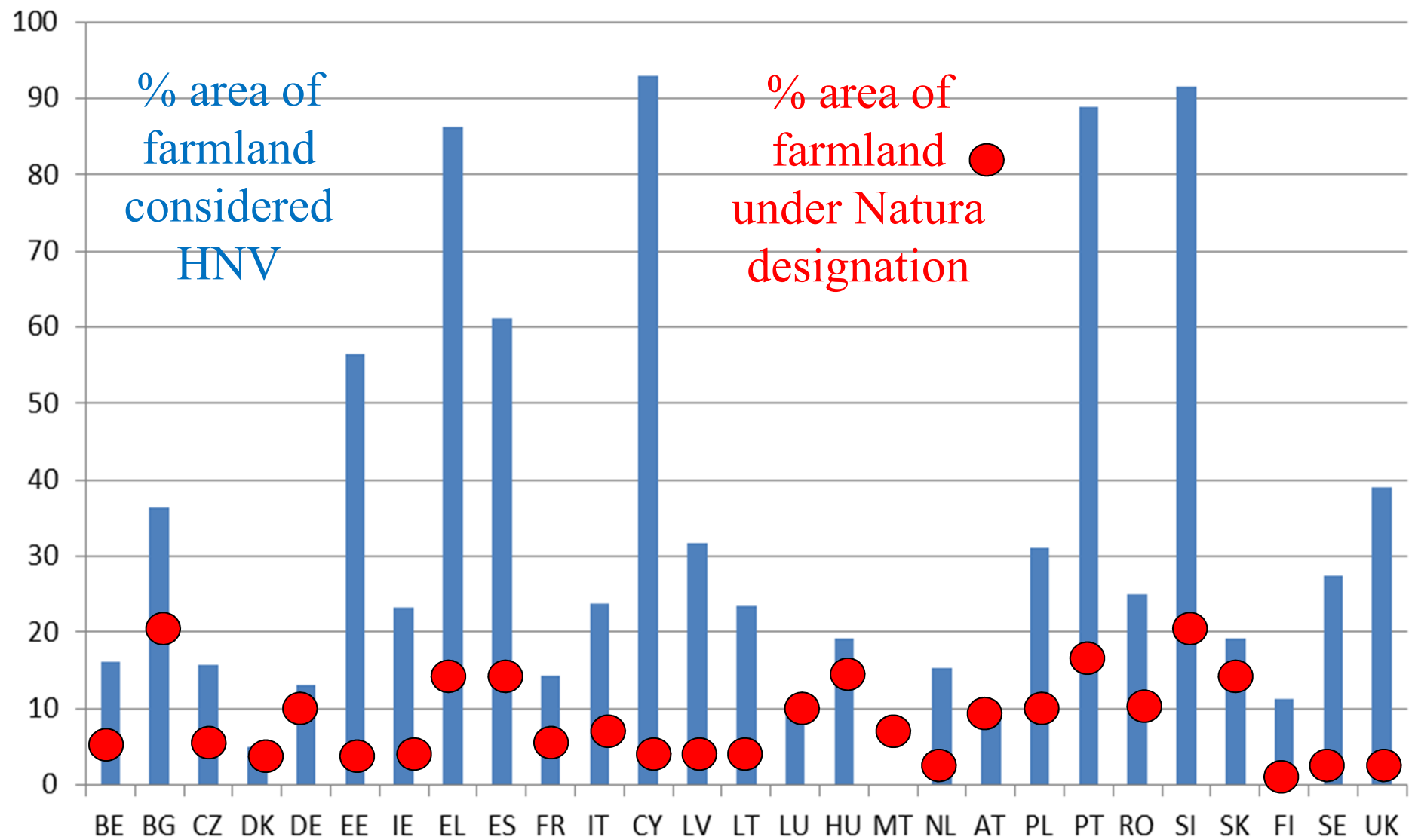
		%N2K
4010	Northern Atlantic wet heaths with <i>Erica tetralix</i>	36
4030	European dry heaths	37
5130	<i>Juniperus communis</i> formations on heaths or calcareous grasslands	30
5330	Thermo-Mediterranean and pre-desert scrub	69
6170	Alpine and subalpine calcareous grasslands	64
6210	Semi-natural dry grasslands and scrubland facies on calcareous substrates (<i>Festuco-Brometalia</i>)	49
6270	Fennoscandian lowland species-rich dry to mesic grasslands	22
9070	Fennoscandian wooded pastures	19



HNV farming – a lot more UAA than Natura



HNV farming – a lot more UAA than Natura



HNV farming – what land should we target?

- Natura sites – HNV farming is key to ‘delivering Natura’
- No excuse for not
 - Knowing the situation on Natura sites
 - Not taking action to address the issues there
- Targeting Natura sites only
 - Often makes no sense even for the sites
 - Doesn’t address the wider fate of the Annex habitats and species (Art. 17 and the Biodiversity Strategy)
 - Doesn’t address wider biodiversity, not even all high biodiversity areas



‘We need better targeted measures’

Which farmers?





Llanfair Clydogau



Ordnance Survey Map

Bird's eye

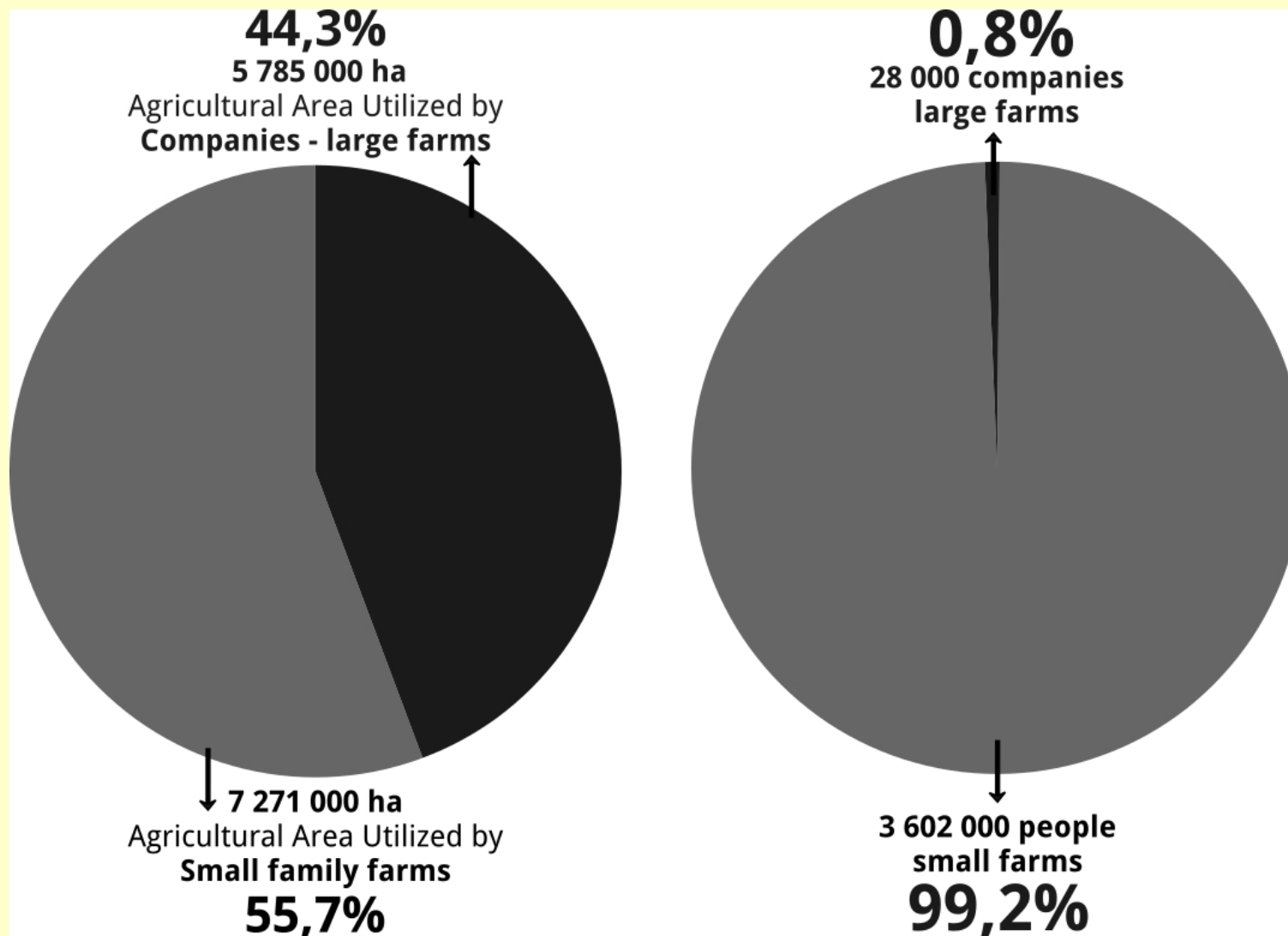
Traffic



Try the new Bing Maps!

- Minimum farm size for support?
- Minimum parcel size for support?
- Other obstacles to being 'a farmer'?
- Part-time/full-time distinction?
- Relationship to the OBJECTIVES??
- Closely connected to vision for small farms

“In Romania 3 family farms disappear every hour”







HNV farming – what farmers should we target?

- Only ones who farm.....! (The ones who bear the economic and social costs!)
- The ones who are key to achieving the set objectives at the landscape scale
- Efficiency of administration and cost effective delivery *are* a legitimate concern, but ‘solutions’ need to be realistic in terms of achieving objectives
- ‘Coffee for all’ payments only add to the strength of the HNV farmer’s competitors

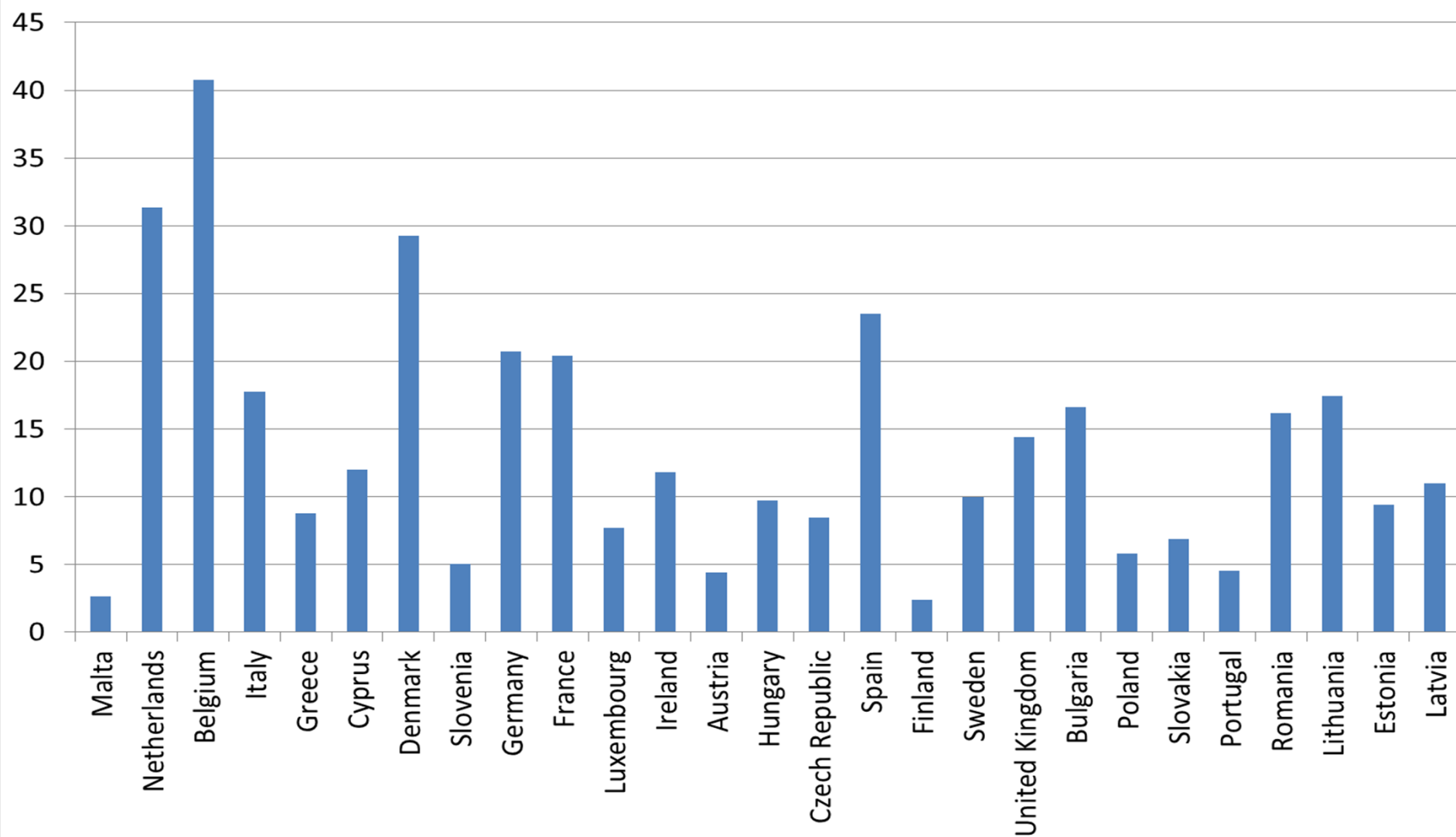


‘We need better targeted measures’

What measures?



Ratio between direct payments and EAFRD funds allocated to “Preservation and protection of the environment and promoting resource efficiency”



Targeting isn't just an issue for agri-environment and HNV farms

- No such thing as a 'neutral' payment to intensive farming
- Demanding a lot for AE payments when other payments are for very little in practice makes no sense and is unfair
- Having demanding AE payment *calculations* when other payments allowed to be for very little is perverse





We argue that in those landscapes where traditional small-scale farming is still actively practiced, decision-makers should understand local management practices and concepts first, instead of imposing requirements on farmers that are alien to the local landscape and society.

Babai et al. (2015)

Targeting isn't just an issue for agri-environment and HNV farms

- No such thing as a 'neutral' payment to intensive farming
- Demanding a lot for AE payments when other payments are for very little in practice makes no sense and is unfair
- Having demanding AE payment *calculations* when other payments allowed to be for very little is perverse
- Record of designing AE schemes is poor overall, but even good ones address only limited aspect of the system
- Hard not to conclude that HNV systems don't need other payments in addition to AE.....
- Addressing the economics of the whole system, but also the social aspects, the surrounding community etc. in a COHERENT package



‘We need better targeted measures’

What activities?



A bit of a Goldilocks problem.....



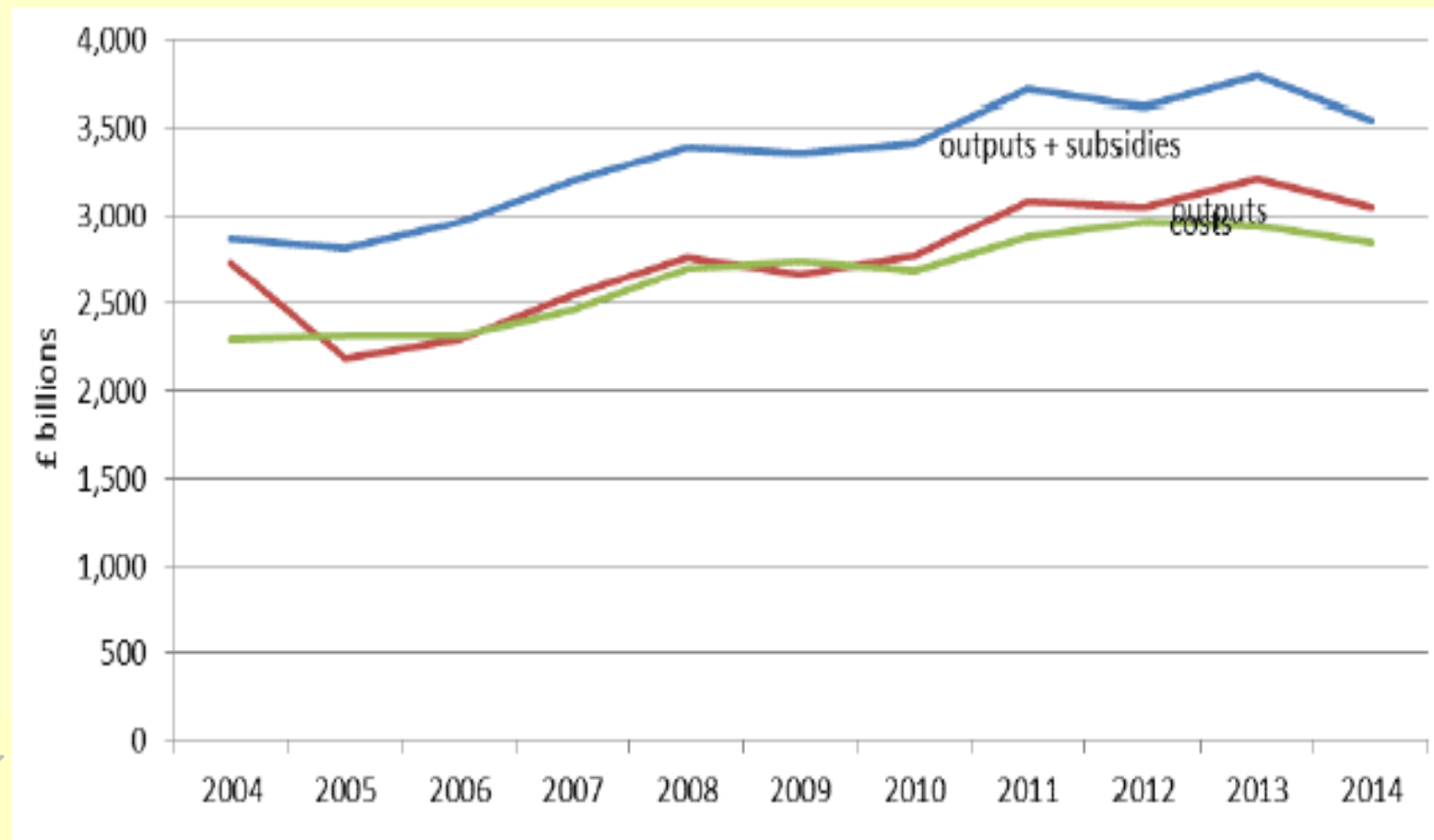
Overprescription is not the answer

- We don't know enough
- We have to select targets
- We don't work along with the system
- We find it very hard to give a fair payment
- Nature isn't uniform
- Tends to degenerate into box ticking

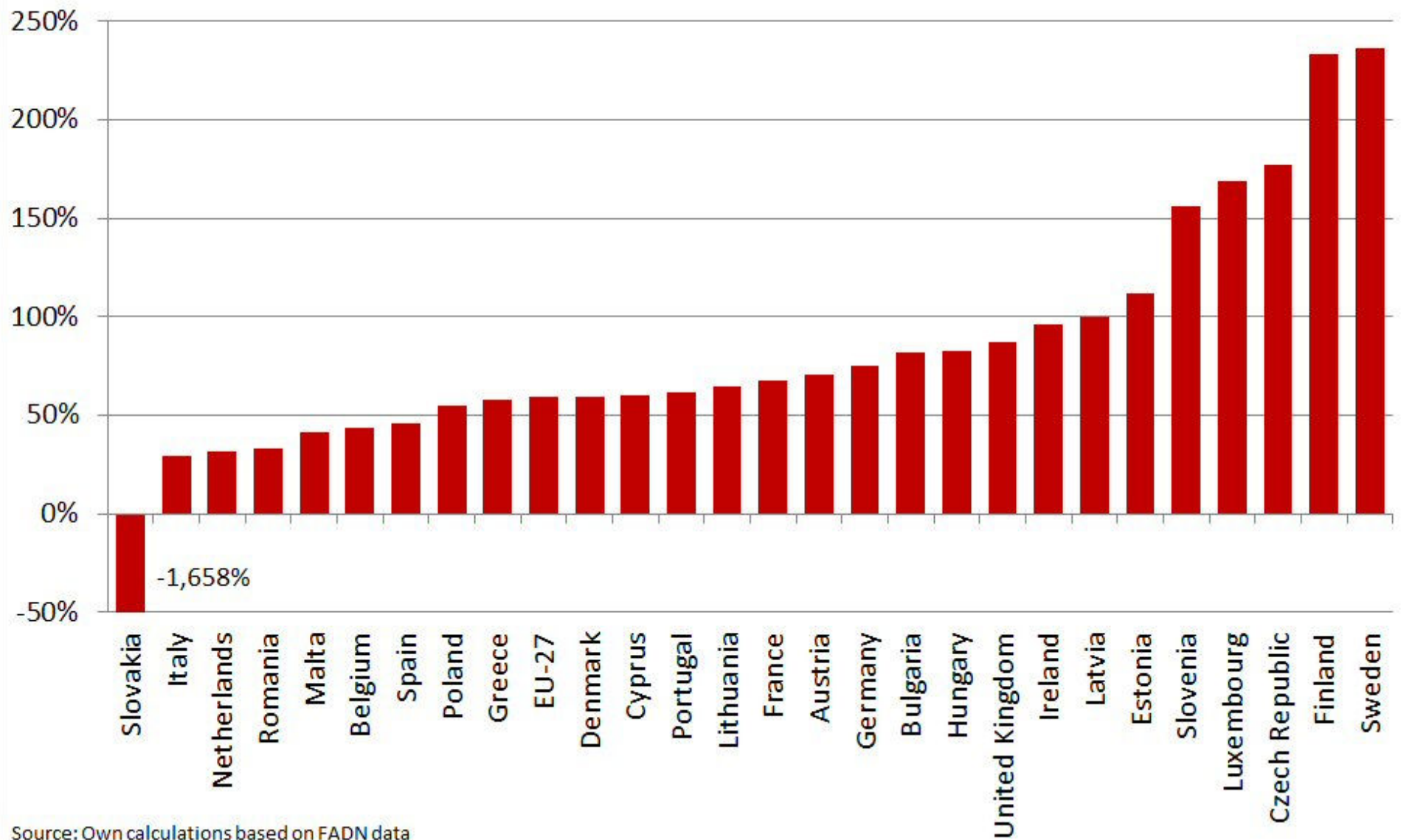




Subsidies make up substantial proportion of income, but are often small compared to output/costs

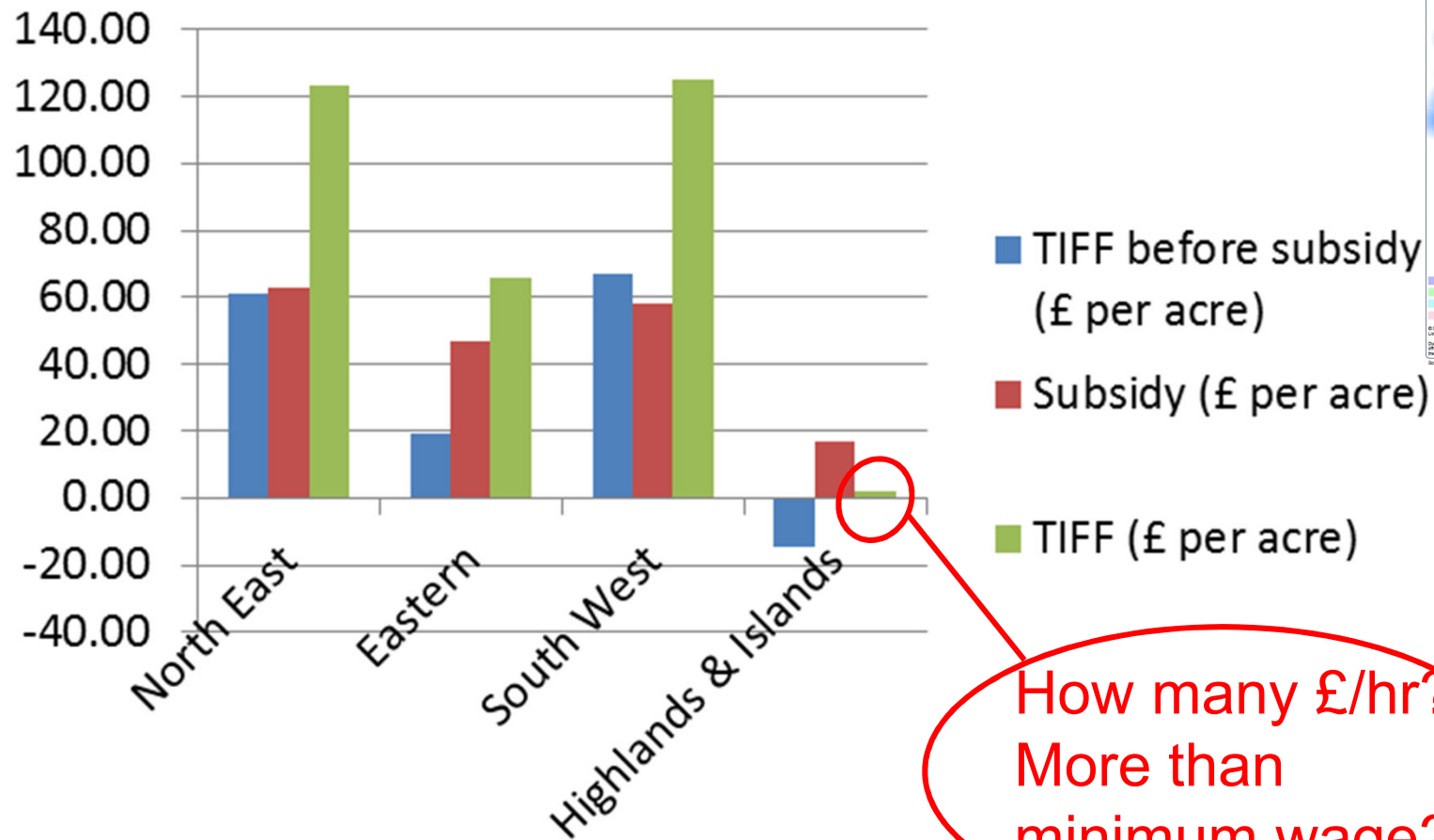
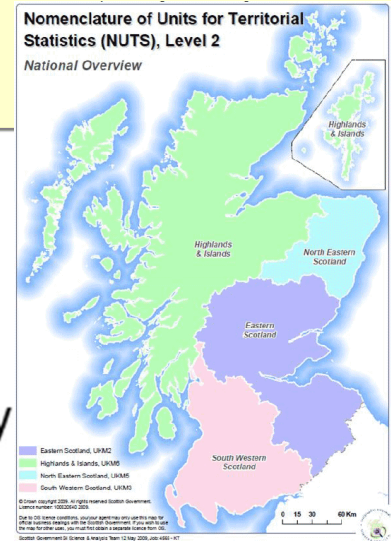


Share total subsidies in farm net income, EU-27 2012



Source: Own calculations based on FADN data

Situation usually worse in HNV areas/systems



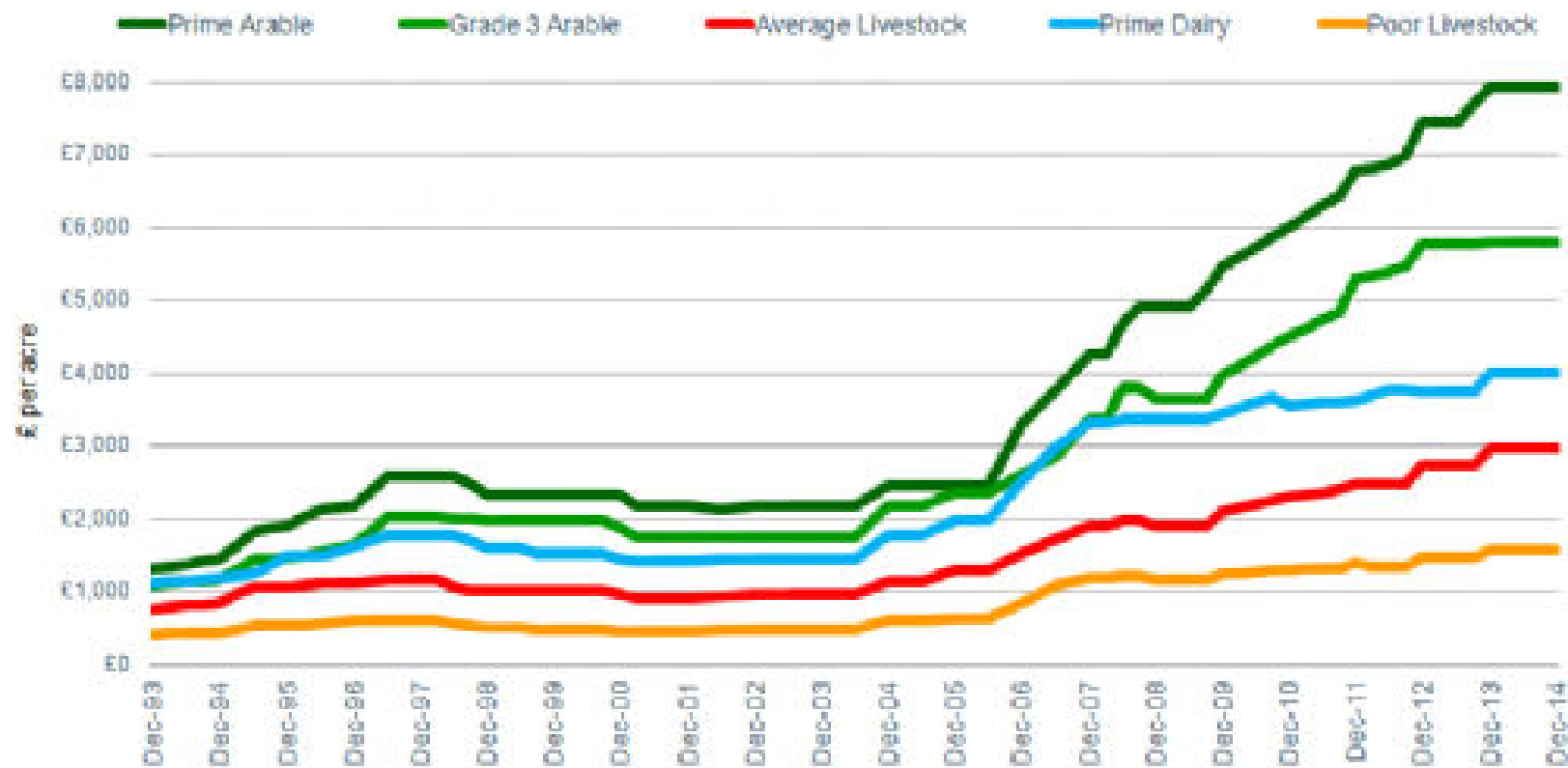
How many £/hr?
More than
minimum wage?



The less the link to activities and costs, the more it converts into rent/land prices

Scotland – Average Land Values

All lowland types and grades, vacant possession excluding houses & quotas



Source: Savills Research

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Ordnance Survey Map

Aerial

Traffic



Try the new Bing Maps!

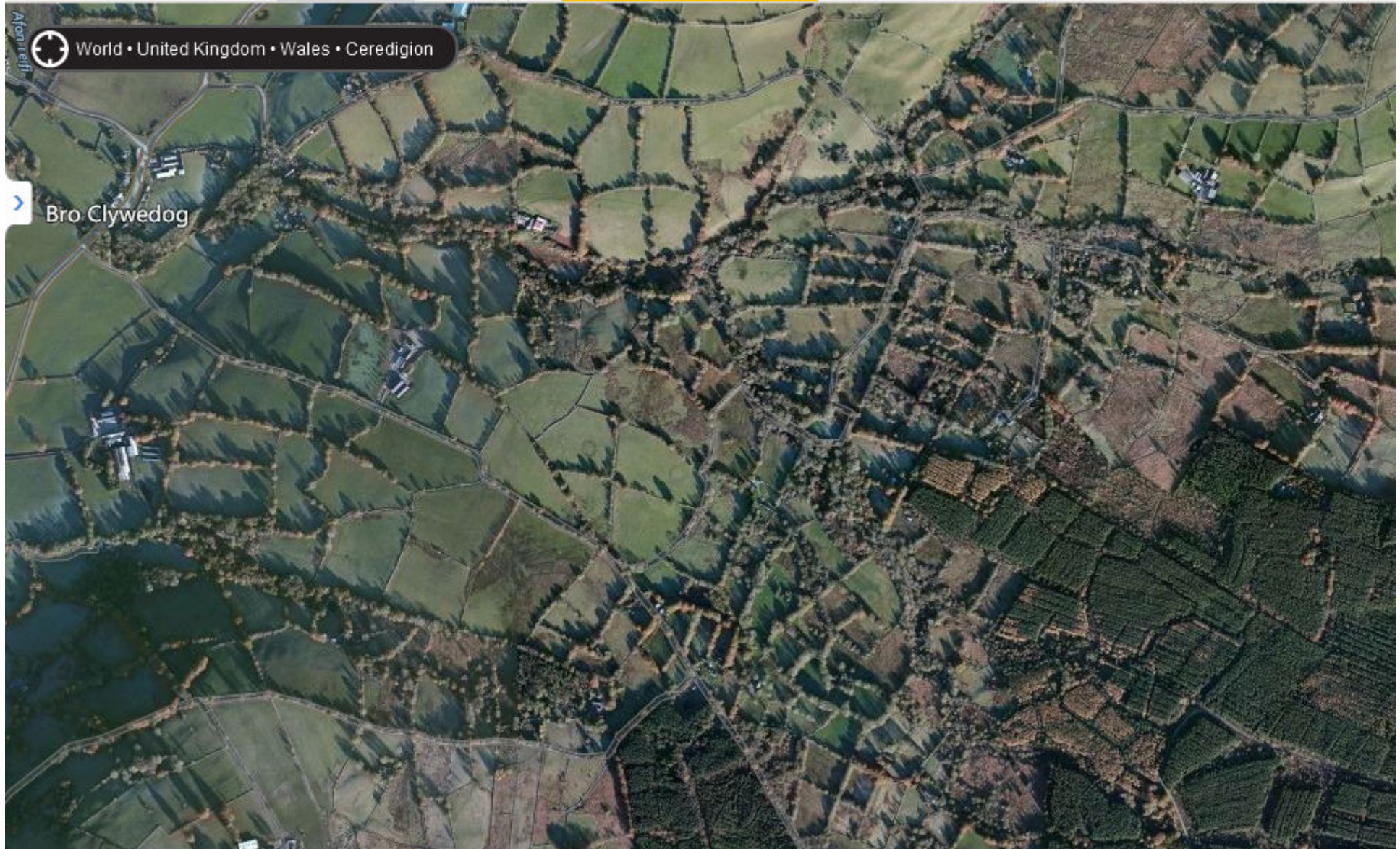


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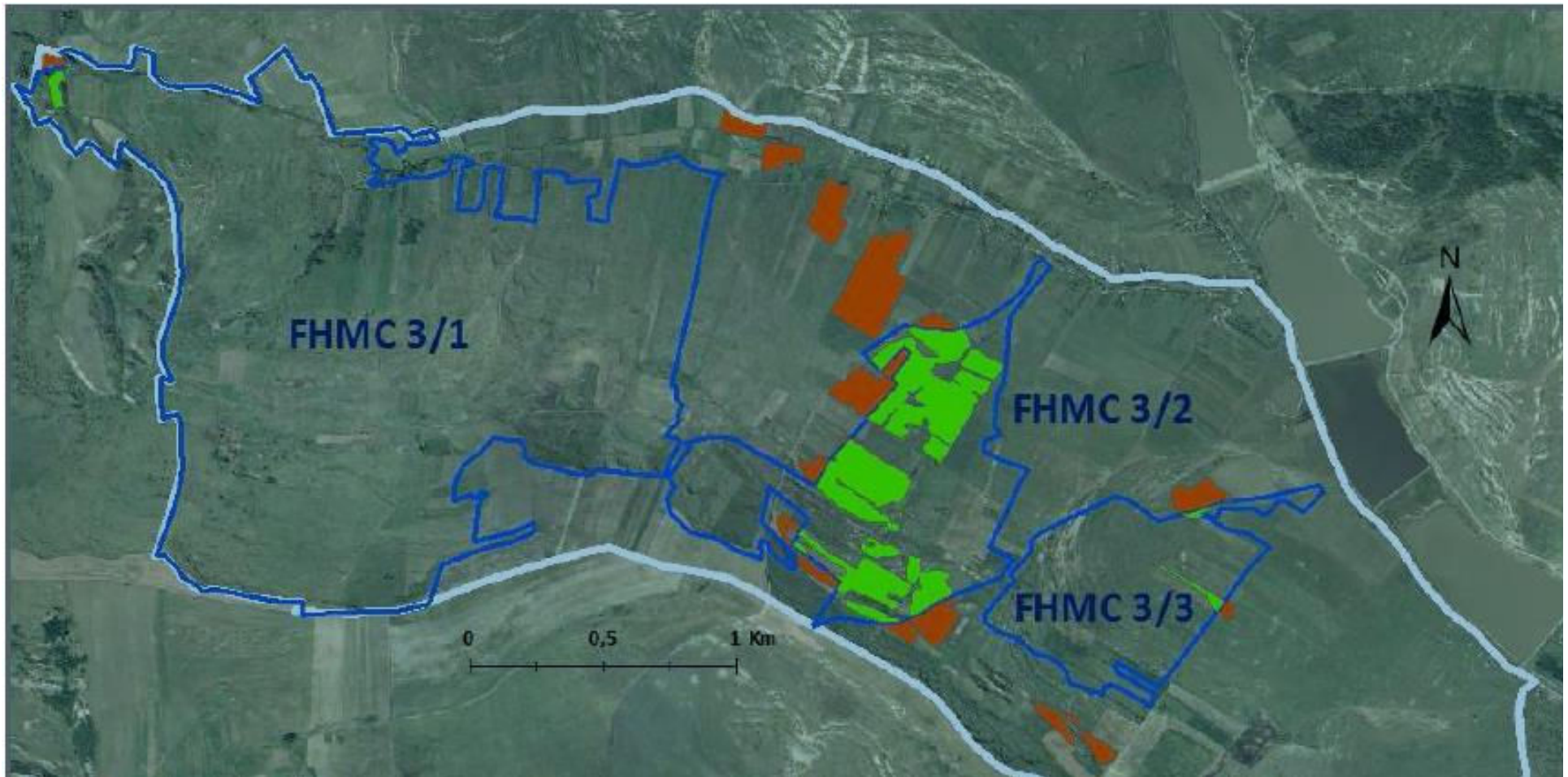


Bro Clywedog









“Some formerly mown stands of the *Festuco sulcatae-Brachypodietum pinnati* (*Brachypodietalia pinnati*) are even richer in vascular plant species than any other recorded vegetation type worldwide on the spatial scales of 0.1 m² (43) and 10 m² (98)”

Dengler et al. (2012) *Tuexenia* 32: 319–359

What does targeting mean?

- At all high biodiversity land (at least)!
- At every parcel of such land, if appropriate
- At everyone farming such land, if appropriate
- Tied to doing things of relevance
- But not all rigid and prescriptive
- Should not reject change, but work with local skills and knowledge and 'speak the language'
- Pay so that income is decent for the hours put in
- Limited payments to competing systems unless they really change



What does targeting mean?

- Main responsibilities are with Member States – subsidiarity
- But role of the Commission in some of the most damaging decisions of the current round cannot be understated
- And some of the messages are not very clear, e.g. ‘delivering’ Natura – is it just about the sites or not? And what happens if agreed targets missed?
- NGOs? Are we giving an over-simple picture? Cliches instead of real solutions? Have we got the pathway for change clear even in our heads?



Mid-term review of the Biodiversity Strategy

- There is ample evidence of major efforts by stakeholders that have resulted in positive local trends in biodiversity. These examples send an important message that targeted action on the ground can bring very positive results. They provide models for guiding implementation in the second half of the strategy.



Qui bono?

*Our constituency is large
– how do we mobilise
them?*

