

Evaluation of the impact of the CAP on habitats, landscapes and biodiversity

Final Presentation

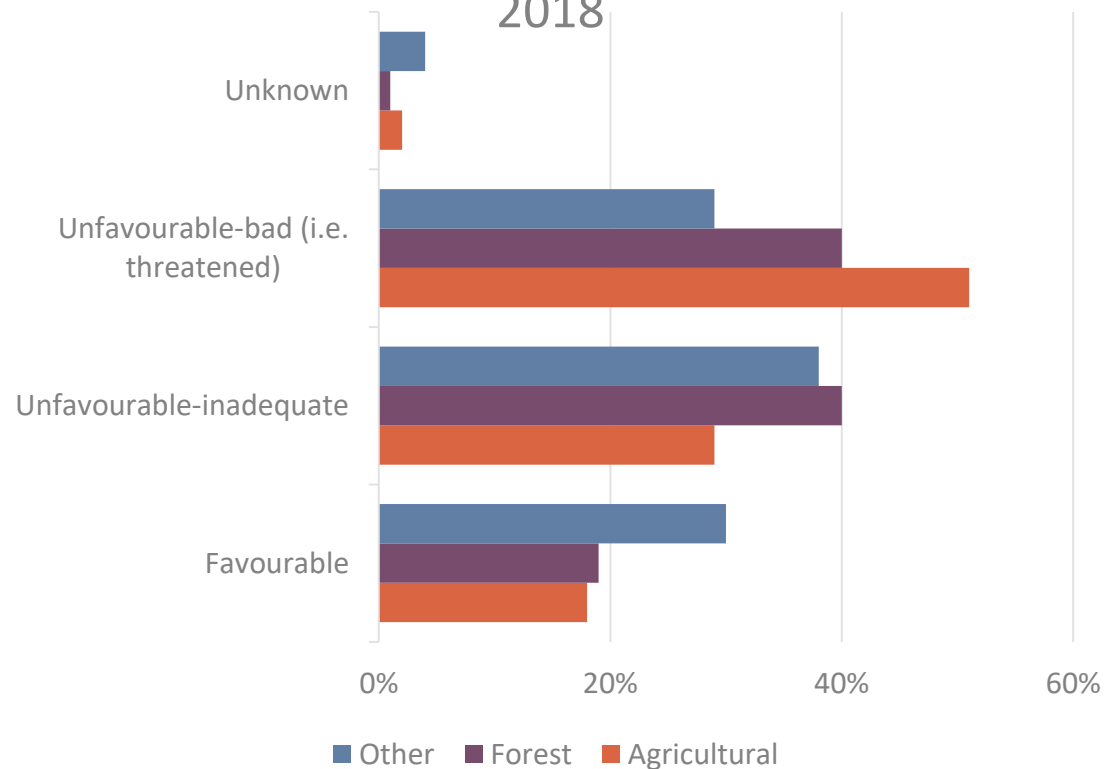
November 2019

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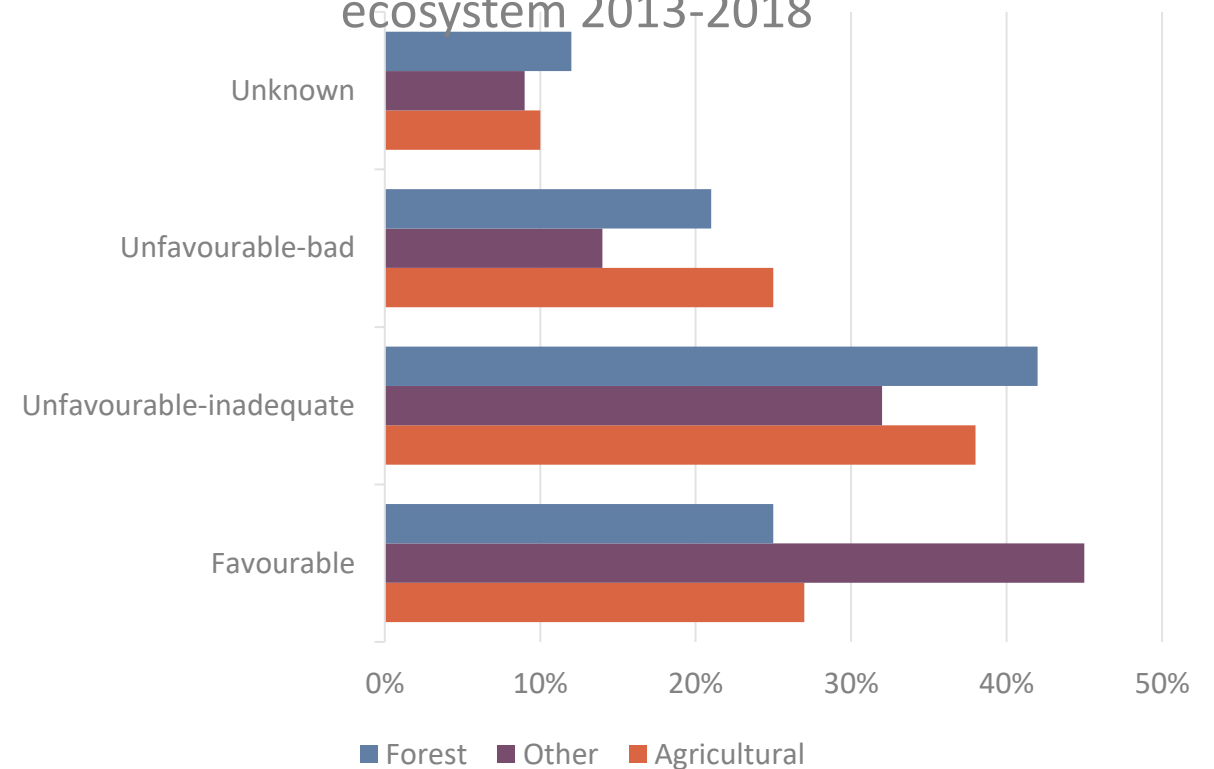
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Biodiversity status in agricultural and forest habitats and species

Conservation status by ecosystem 2013-2018



Conservation status of BHD species by ecosystem 2013-2018



Source: EEA (2019) [preliminary data](#) based on MS 2013-2018 Nature Directives reporting

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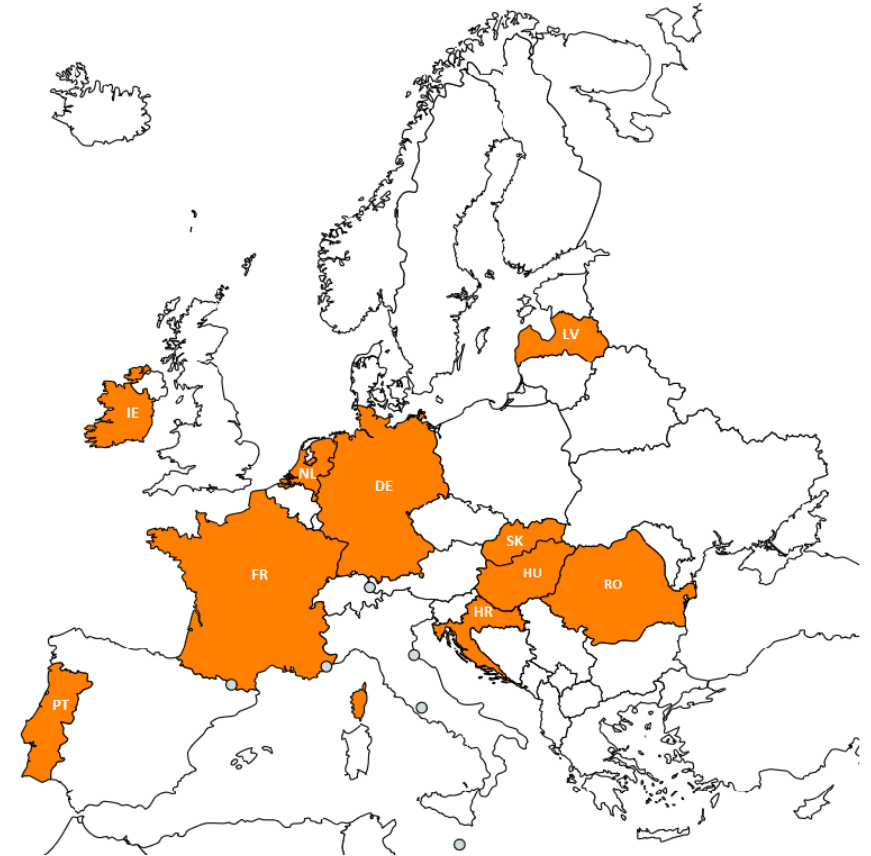
Methods and data used

Methods	Data
<ul style="list-style-type: none">• Literature review• Analysis of EU-28 and Member State statistical data• Case studies in 10 Member States (see map)	<ul style="list-style-type: none">• Member State implementation data• CMEF indicators• Statistical data from FADN and Eurostat

Limitations

- No counterfactual
- Data limitations
- How to evaluate multifunctional measures?
- Reliance on qualitative, mostly interview data

Solution: Triangulation of evidence sources; clarity on sources and assumptions made



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Drivers of implementation choices

For Member States	For beneficiaries
<ul style="list-style-type: none">• Socioeconomic, financial and administrative factors seen as more important than biodiversity or environment.• Environmental authorities often limited to specialist areas such as AECM design, rather than helping to design whole CAP• Greening – simple design and little change for farming systems were priorities	<ul style="list-style-type: none">• The most popular measures are those which support existing practices e.g. grazing regimes• Financial incentives often seen as insufficient to incentivise changes of practice• Other important determinants include the ease of application and controls, awareness and understanding of environmental issues, availability of advice

Impacts of implementation choices on land use, intensity and distribution

- **Lots of influences besides CAP** – analysis shows areas on which measures are in place which could influence
- The **ESPG** measure protects about 5 million hectares (1/3 of permanent grassland), but only 0.3 million hectares (1% of permanent grassland) outside Natura 2000.
- 8.9 million ha under Pillar 2 measures for extensive grassland management (11.6% of EU's HNV farmland); 5.7 million ha of arable and permanent cropland under reduced fertiliser/pesticide use (4.9% of land).
- Limited modelling by others **suggests basic support may be leading to impacts on intensity** (input use etc) via price effects from land use change



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Effectiveness: General contribution to biodiversity objectives

Pillar 1

- **Greening measures** have made a limited contribution to biodiversity:
 - **ESPG** most important measure but designation is low
 - **EFA**: the most heavily used options catch crops and nitrogen-fixing crops have few benefits for biodiversity.



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Pillar 2

- **AECM (M10)** most effective but sometimes constrained by budgets of uptake
- **Natura 2000 (M12)** – not much used
- **Organic farming (M11)** – likely biodiversity benefits in intensively farmed areas
- **ANC (M13)** evidence of positive impact lacking and support could fund “improvement” (through wealth effect)
- **Forestry measures (M8, M15)** little used, little evidence of impact
- **Similar results (for both Pillars) for protected species and habitats**

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Effectiveness: Co-existence of biodiversity and farming

- Measures used to support coexistence with large carnivores and geese focus on:
 - damage prevention (e.g. fencing, livestock housing, use of dogs) and
 - farming system management (e.g. HNV pastoral systems and sacrificial arable crops)
- AECM (M10) and investment (M4) measures are typically used
- Other measures are not sufficiently used: e.g. specialist advisory services (M2), Natura 2000 management plans (M12), multi-stakeholder approaches (M16)
- In some cases state aid or other sources are used to fund co-existence actions (both damage prevention and farming system management)
- EU level, national and regional networks that support effective practical co-operation are playing an increasingly important role



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Effectiveness: Relationship with biodiversity strategies

- Good alignment between the Member States' biodiversity priorities identified in their NBSAPs and PAFs and those reflected in RDP SWOT and needs assessments
- Alignment between biodiversity priorities and how Member States use horizontal and P1 instruments and P2 measures in practice is more mixed:
 - Good alignment with priorities for grassland habitats and species, farmland birds, plant and animal genetic resources, minimising the external effects of agriculture on biodiversity;
 - Less good alignments with priorities for forest habitats and species, peatlands and wetlands and invasive alien species
- Effective cooperation between Member States' agriculture and forestry officials and those responsible for biodiversity varies significantly and can influence alignment

Priority identified in NBSAP or PAF	CAP measures	DE (BW)	FR (Cvdl)	HR	HU	IE	LV	NL	PT	RO	SK
Protection and maintenance of pasture and grassland habitats and species	Ruminant VCS with stocking density limits; ANC; AECM support for grazing, cutting and mowing	X	X	X	X	X	X	X	X	X	X
Protection and maintenance of forest habitats and species	Agroforestry, afforestation and forest environment measures	X	X	X	X	X	X		X	X	X
Development and maintenance of the Natura 2000 network (agriculture)	Use of M7.1 and M12.1	X	X	X	X	X	X	X	X		X
Development and maintenance of the Natura 2000 network (forestry)	Use of M7.1 and M12.2	X	X		X	X	X		X		X
Protection and maintenance of high nature value farmland	Adequate HNV map plus targeted CAP measures	X	X		X	X	X		X	X	X
Minimisation of negative external impacts of agriculture on biodiversity (e.g. input reduction)	M11, AECM low input options	X	X	X		X		X	X		X
Tackling invasive species	GAEC7 option, AECM, M4.4	X	X	X	X	X	X	X	X	X	
Preserving and managing plant and genetic resources	VCS, M10.2		X	X	X	X			X	X	
Restoration and maintenance of peatlands and wetlands	M4.4, AECM options	X				X	X	X	X	X	
Farmland birds	AECM	X	X		X	X			X	X	X

Source: National Biodiversity Strategies and Actions; Prioritised Action Frameworks for Natura 2000; Rural Development Programmes
 Key: Green – uses most/all CAP measures relevant to priority. Red – uses few/none. White: Priority not identified in the case study NBSAP or PAF.

Efficiency: Administrative burden and simplification

- Administrative burden of the biodiversity measures is generally proportionate. Most is associated with the AECM and greening.
- Complex application procedures and controls are justified by the high degree of targeting and specificity of AECM contracts in particular



Efficiency gains are available to MS who

- ✓ Reduce EFA mapping costs by not offering landscape features as an EFA option if they are already protected through cross compliance GAECs, and avoid disproportionately precise area measurement
- ✓ Remove or modify M10 options with very low uptake
- ✓ Streamline application procedures so that data already available to the MS is not asked for a second time
- ✓ Maintain a stable and coherent list of eligibility criteria.

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Conclusions

CAUSAL ANALYSIS

- Flexibility to design and target certain CAP horizontal, Pillar 1 instruments and all Pillar 2 measures has led to a wide array of implementation choices, both in terms of the instruments and measures applied, their focus and the budget allocated.
- Both Member States' implementation choices and farmers' decisions to take up instruments and measures have been primarily driven by socio-economic and financial reasons rather than biodiversity concerns.
- The CAP has a complex and not fully understood impact on the intensity with which land is used.

EFFECTIVENESS

- Pillar 2 measures including AECM schemes, Natura 2000 and forestry payments can contribute significantly to biodiversity goals, particularly where they maintain semi-natural habitats, and support HNV farmland. However impacts are often constrained by limited budgets and farmer uptake (e.g. M8, M10, M15), and infrequent use by Member States (e.g. M12)
- Pillar 1 instruments e.g. ESPG greening measure and certain EFA elements can support biodiversity, but often do not reach their full potential due to poor design.
- There is relatively good alignment between PAFs and NBSAPs priorities and those reflected in their RDPs. However, most case study Member States had not made use of the full range of CAP instruments and measures available to meet their priorities.

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Conclusions

EFFICIENCY

- Benefits to biodiversity have not been optimised for the budget spent. For example, nearly all of the ANC measure budget programmed to Priority 4 was provided for socio-economic reasons and its intervention logic is not focussed on biodiversity.
- The administrative costs of CAP measures when used for biodiversity purposes have in general been proportionate, given complexities which can be driven by inherent difficulties in delivery rather than poor policy design.

COHERENCE

- Good coherence can be observed between the CAP's objectives and other EU and national policies for biodiversity. However some of the measures lack necessary safeguards to prevent them being used in a way that could be damaging to biodiversity.

RELEVANCE

- AECM, organic farming, the fallow and landscape feature elements of the EFA measure and GAEC 7 under cross-compliance are particularly relevant due to their ability to be tailored and targeted to specific needs within each Member State. Other instruments such as VCS and ANC payments could have more relevance if environmental conditions were attached.

EU ADDED VALUE

- The CAP has raised biodiversity ambition and increased the effectiveness of biodiversity action at EU scale.

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Policy Recommendations

- Focus CAP support for biodiversity on semi-natural habitats and semi-natural features on other farmland to maximise benefits. These habitats need to be better mapped.
- Make sure 'permanent grassland' is defined broadly enough to enable direct payments to be claimed on all such habitat which needs to be maintained by grazing.
- Make sure a ban on ploughing and conversion applies to all permanent grassland within Natura 2000 areas unless it has been mapped and assessed not to need such protection. Apply these restrictions also to valuable grassland elsewhere.
- Make sure that landscape features are protected by GAEC or non-CAP rules so that they are not removed by farmers wanting to maximise direct payment receipts by removing "ineligible" features.
- Don't allow options with low biodiversity merit (e.g. catch crops) to count as 'non-productive area' under the new CAP.
- Provide land managers with more and better advice – both basic advice and specialist, on-farm advice and training for those participating in complex schemes.

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Data recommendations

- A new CMEF indicator based on systematic Member State monitoring of the impact of a sample of their biodiversity schemes, using counterfactual analysis.
- Better mapping of HNV and high biodiversity areas to enable better targeting of support.
- Academic study to examine whether direct payments and investment support are playing a part in intensification.

Thank you for your attention

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