

Agri-environmental policy-making in the EU: Setting the scene

Dr Hans Bruyninckx

172nd EAAE Seminar

Agricultural policy for the environment or environmental policy for agriculture?

29 May 2019, Brussels, Belgium

The EEA and its work on agri-environmental topics

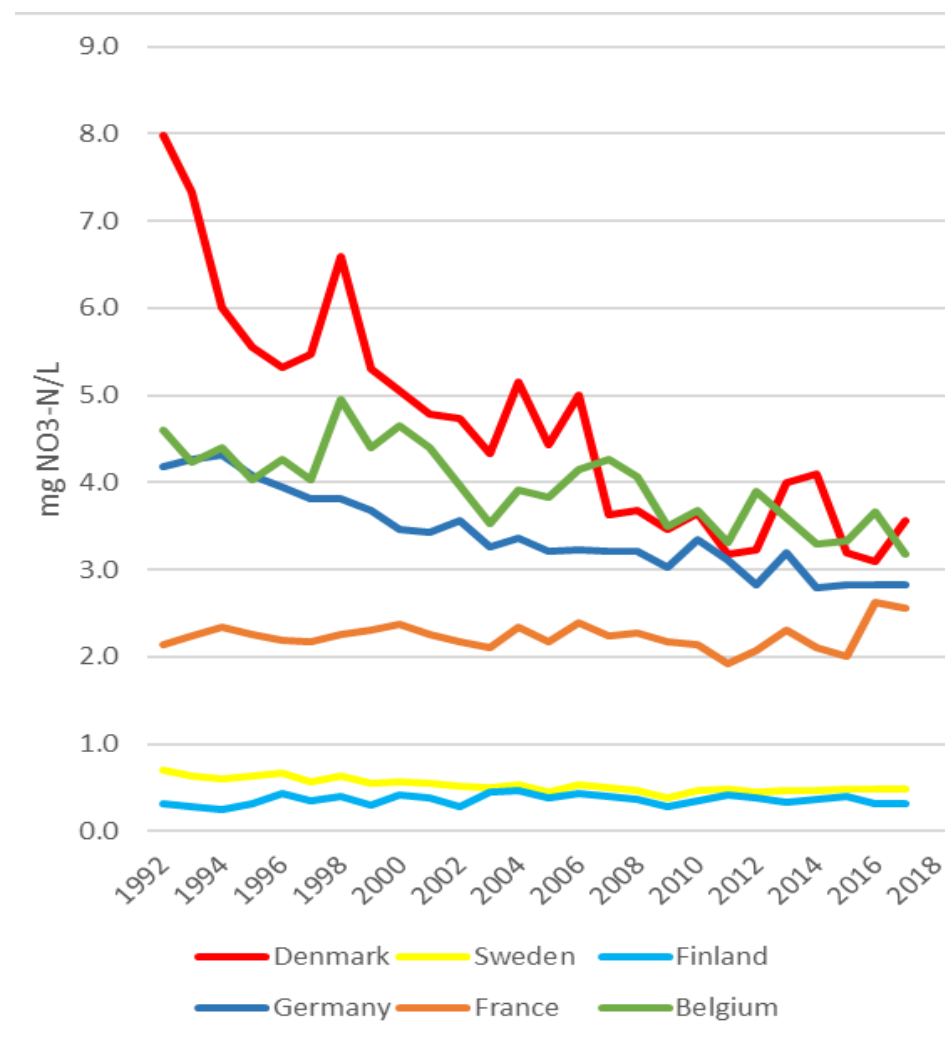
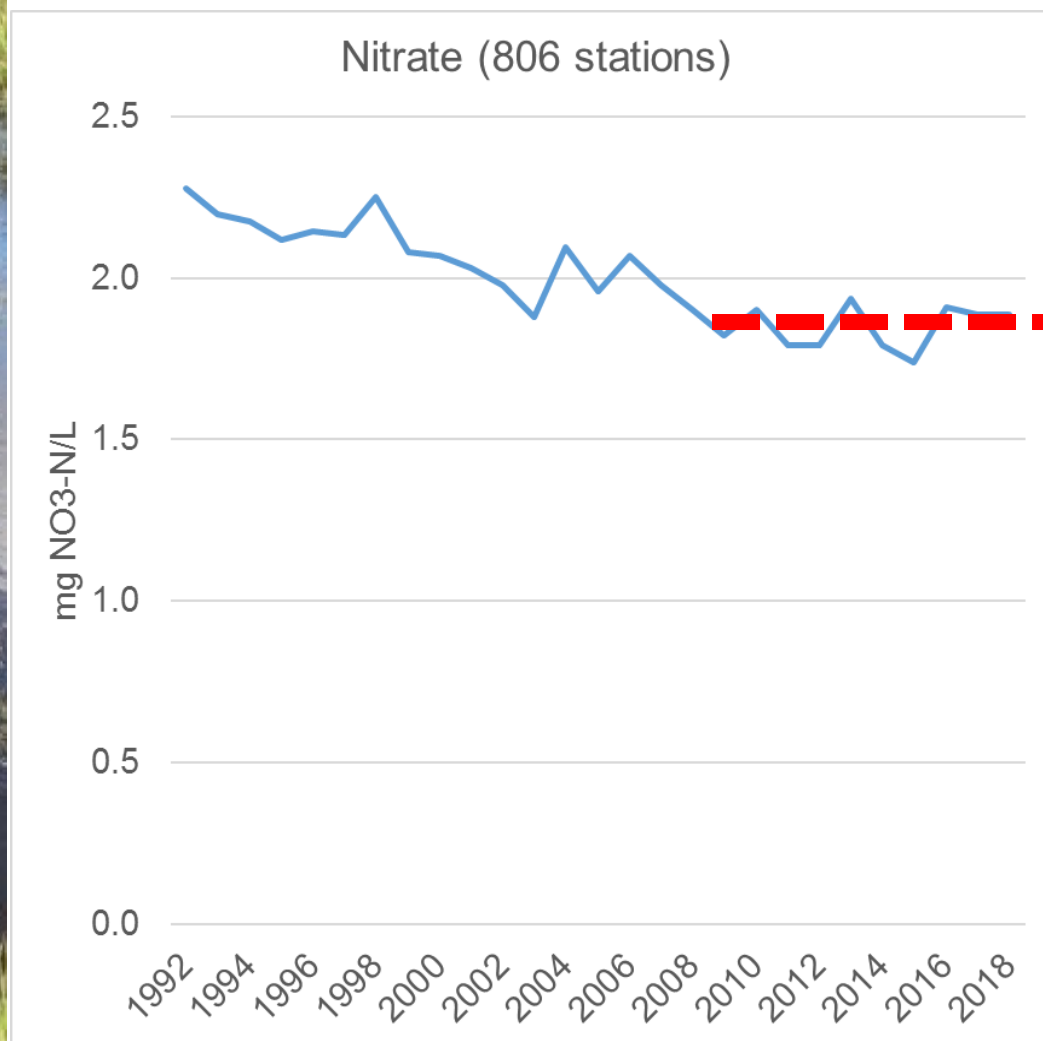


The European Environment Agency (EEA)

- Knowledge hub for informed policy-making and the public
- Analyses and assessments, e.g. the State and Outlook of the Environment Report: SOER2020
- EEA data used for some indicators for monitoring and evaluating the current CAP
- Agriculture and EEA core working areas, e.g. climate mitigation and adaptation, water policy, air quality, biodiversity, circular economy, environment & health, ...

Agri-environmental context: selected parameters (1)

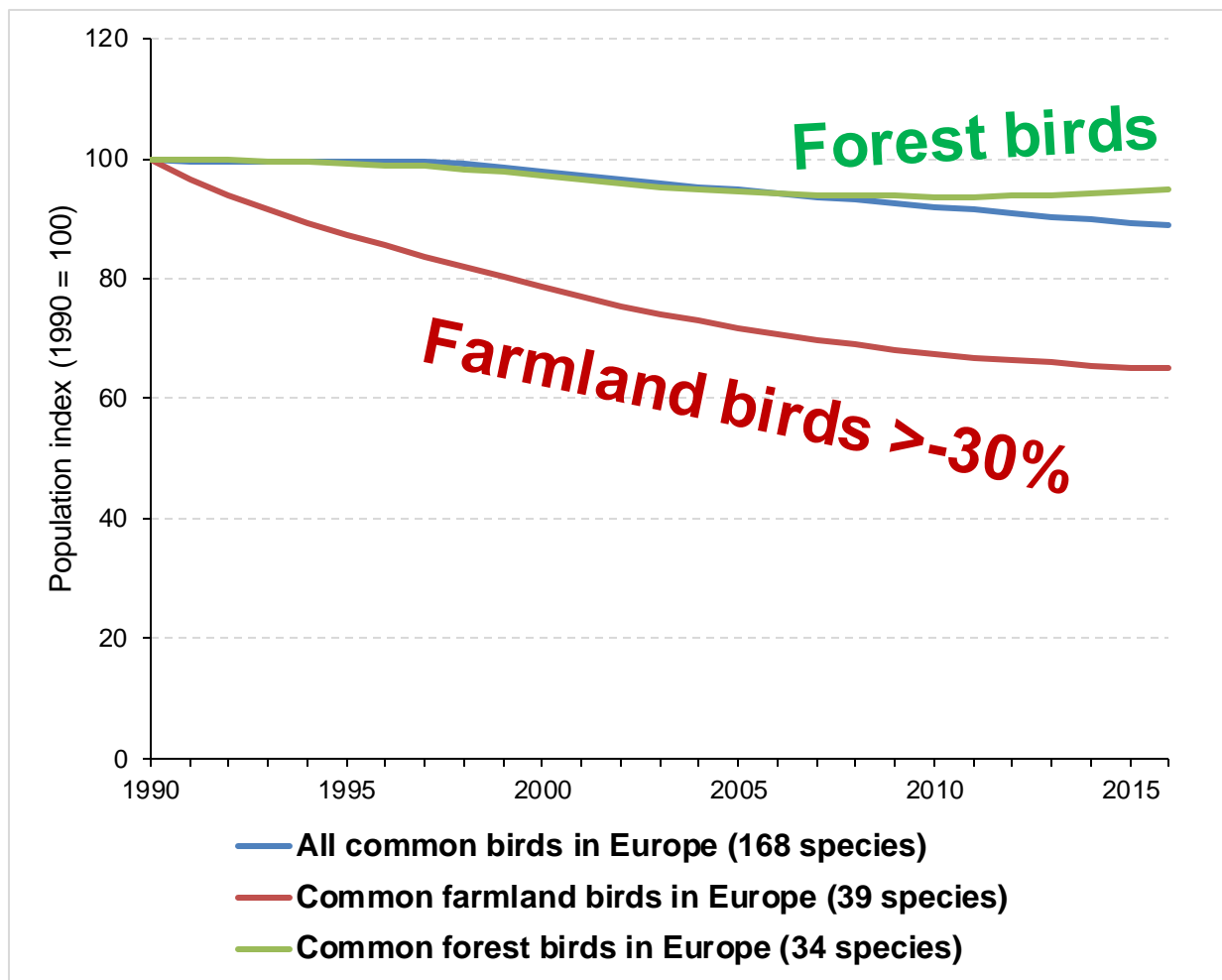
Nitrates (mainly from agriculture) in European river water



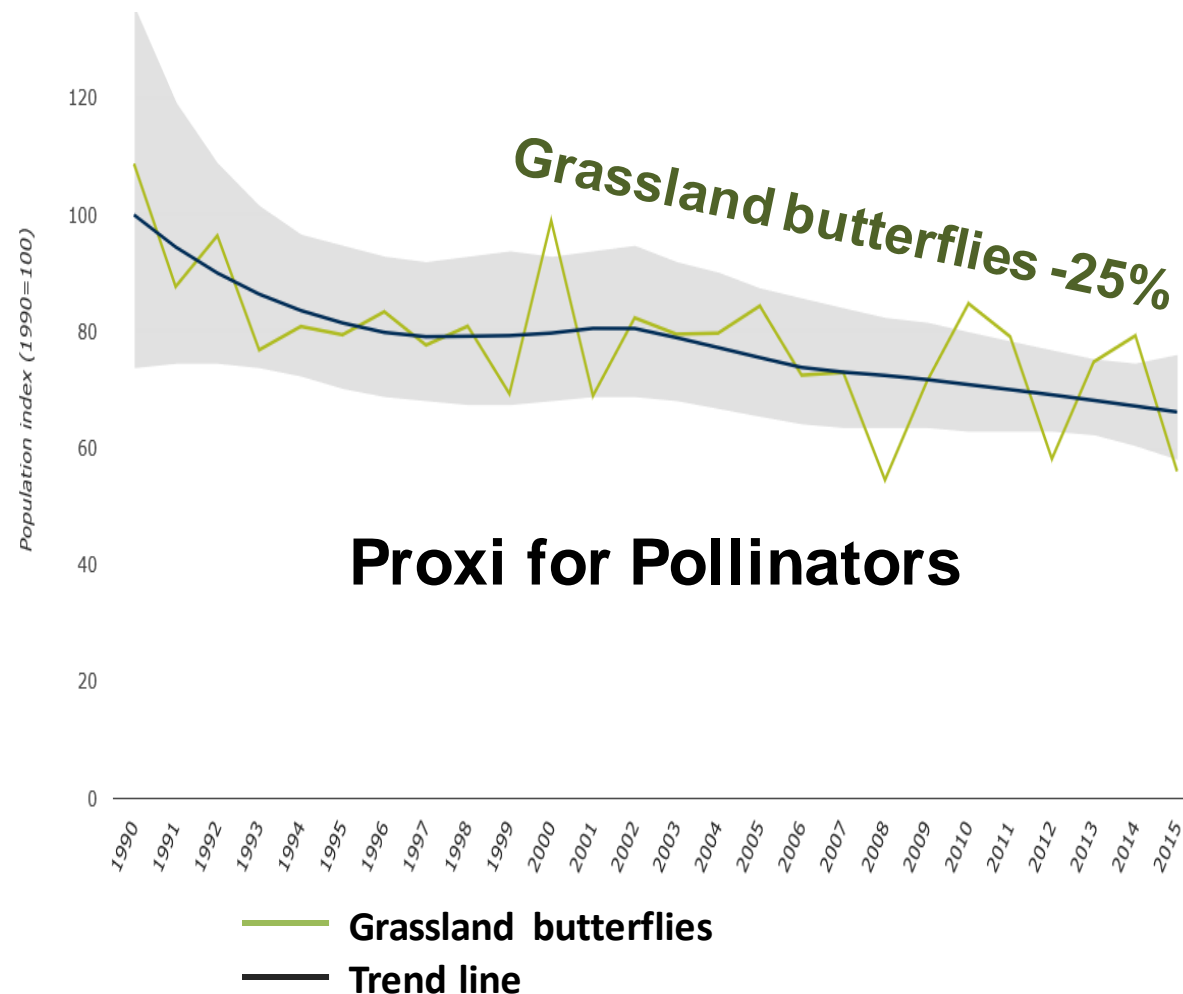
Source: EEA data reported by countries to WISE04 Water quality, 2018

Agri-environmental context: selected parameters (2)

Biodiversity: Birds and butterflies in the EU



Source: Based on CSI 050, SEBI 01

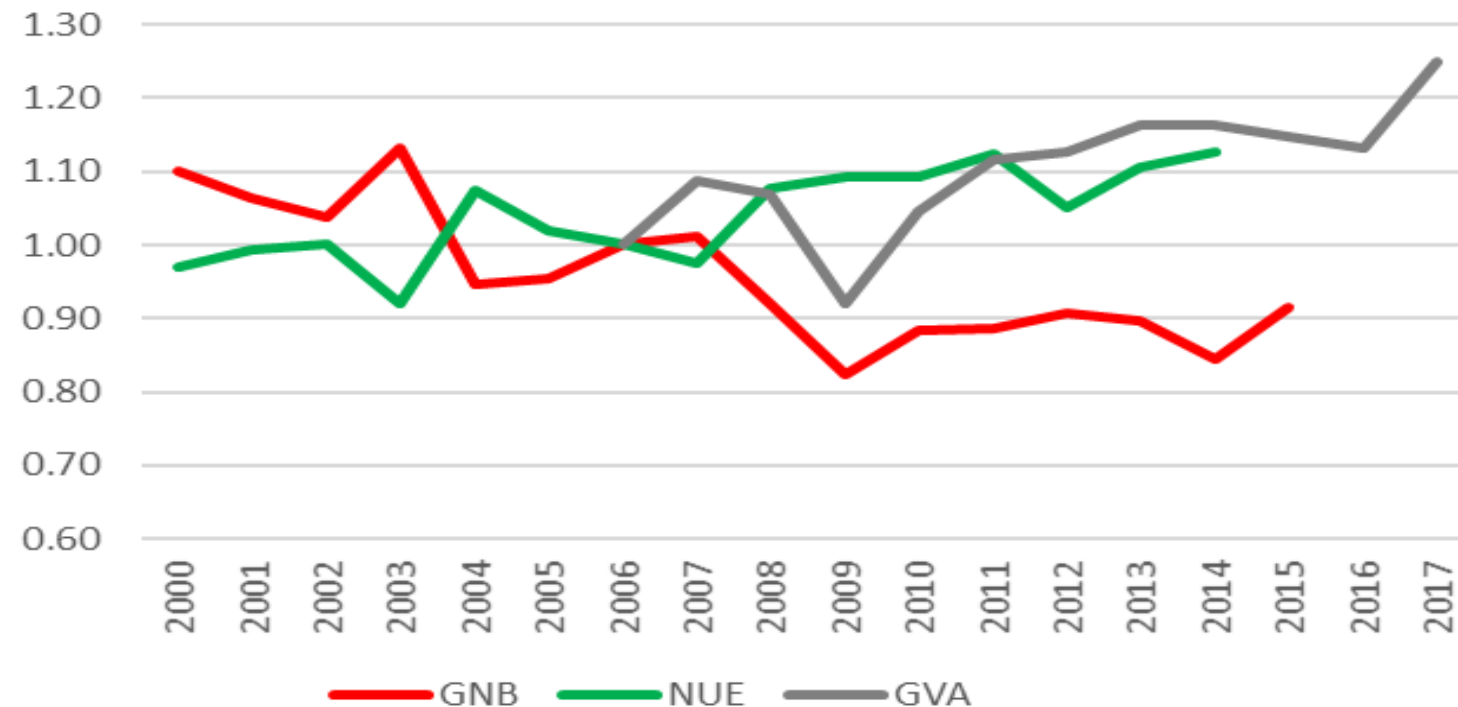


Source: European Butterfly Indicator for Grassland Species, provided by Butterfly Conservation Europe (BCE)

Agri-environmental context: selected parameters (3)

Development of the Gross Nitrogen Balance, Nitrogen use efficiency and GVA in the EU 28

2006 = 1



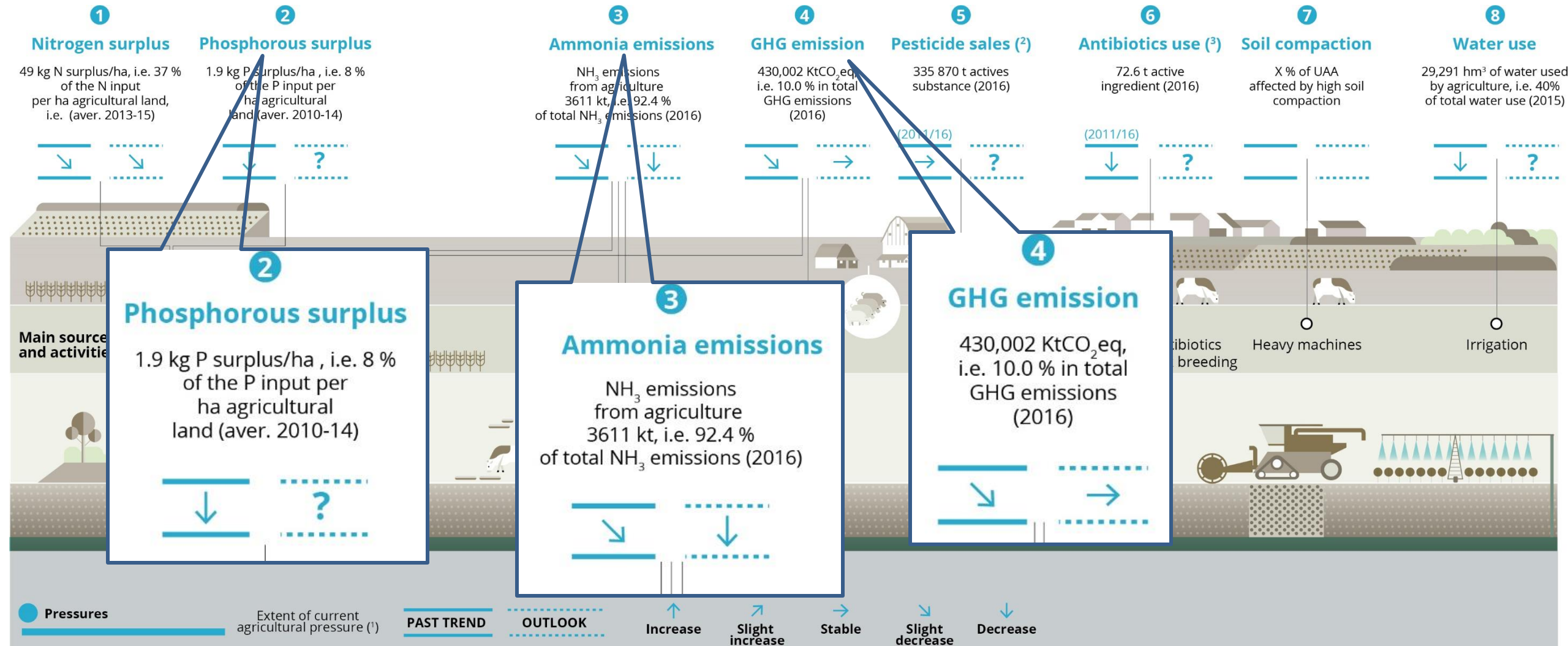
Note: based on Eurostat data (aei_pr_gnb; tag00056).

GNB = Gross Nitrogen Balance; NUE = Nitrogen Use Efficiency;

GVA = Gross Value Added



Environmental pressures from the sector

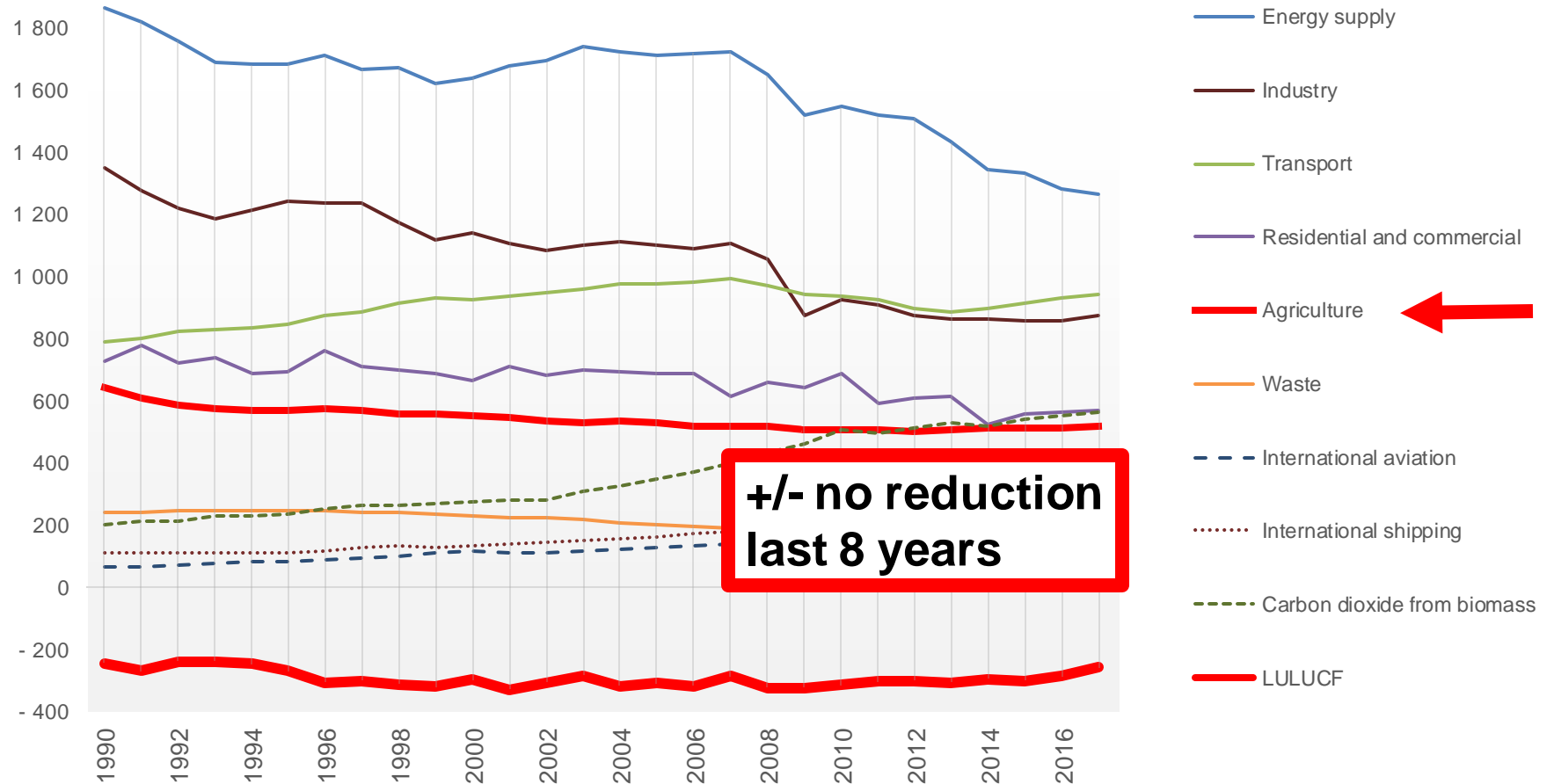


Source: <https://www.eea.europa.eu/data-and-maps/dashboards/air-pollutant-emissions-data-viewer-1>

Agriculture and climate mitigation: comparing sector performance

GHG emissions by sector in the EU-28, 1990-2017

Million tonnes of CO₂ equivalent



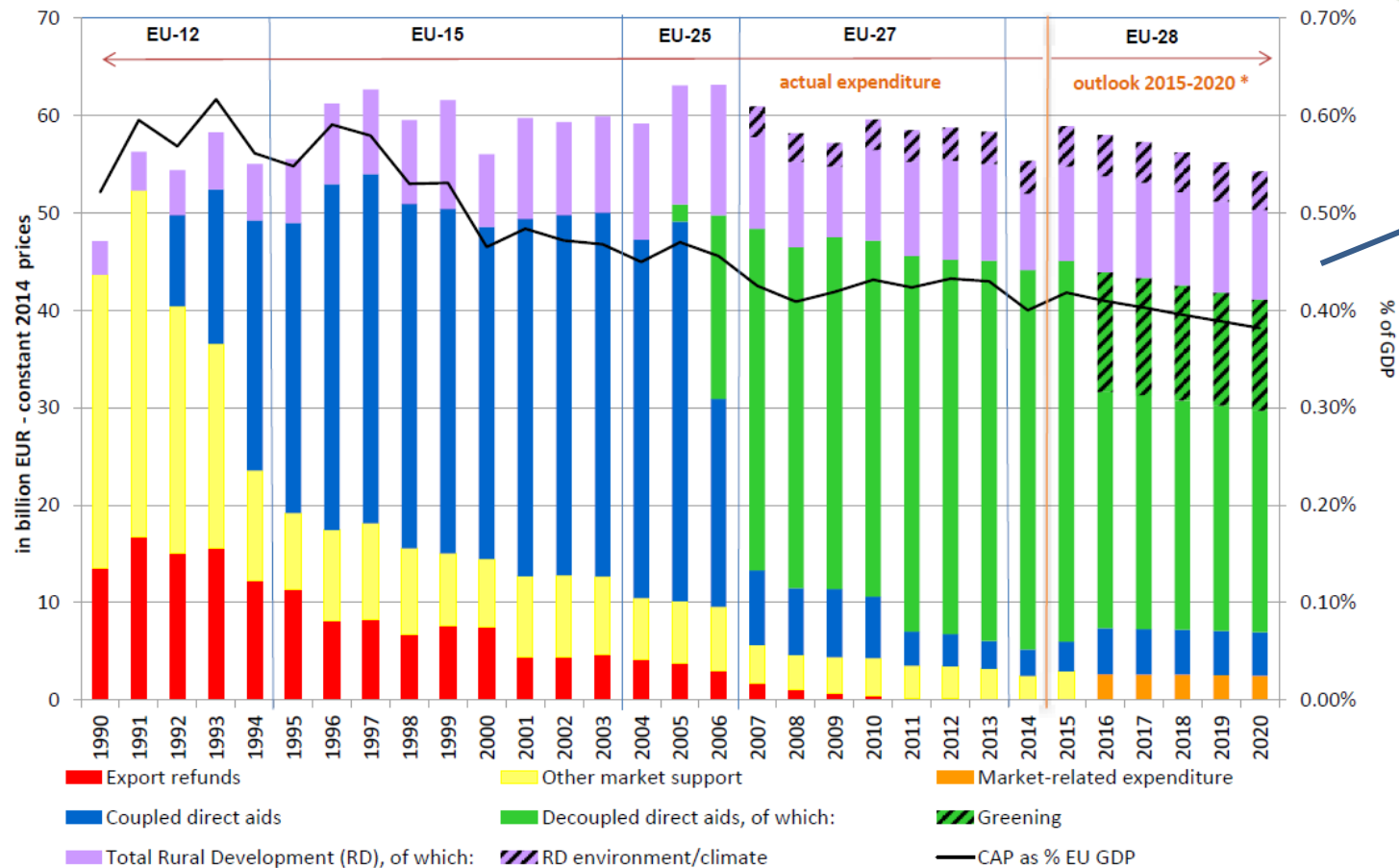
Source: EEA, from the EU's final 2019 submission to UNFCCC, and based on Member States' inventory submissions to the EU under the EU Monitoring Mechanism Regulation.

The agricultural sector's dependency on the environment



- Natural resources: soil quality, biodiversity, water
- Ecosystem services: water quality and quality, pollination
- Climate conditions: temperature, precipitation, ...
- IPCC, IPBES, IRP and IACG on anti-microbial resistance (health link): Urgent; nexus
- Evolution: Lower link to natural conditions (e.g. landless farms; vertical urban farming)
- Geospatial shift of impacts (e.g. soil, water, air)
- Overall call for resilient agro-ecosystems

CAP expenditure (1)



*) 2015: budget amounts; 2016-2020: Annex III Regulation 1307/2013 broken down based on notifications by March 2015, coupled direct payments including POSEI and SAI direct payment component and Annex I Regulation 1305/2013

Pillar 2 Specific Objectives/ Priorities

1. Knowledge Transfer and Innovation
2. Farm Viability and Competitiveness
3. Food Chain Organisation and Risk Management
4. Restoring, Preserving and Enhancing Ecosystems
5. Resource-efficient, Climate-resilient Economy
- 6: Social Inclusion and Economic Development

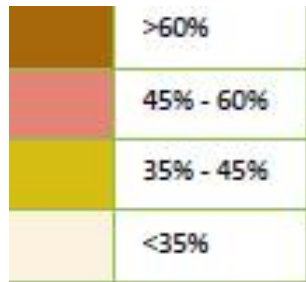
Source: https://ec.europa.eu/agriculture/sites/agriculture/files/cap-funding/pdf/cap-spending-09-2015_en.pdf.



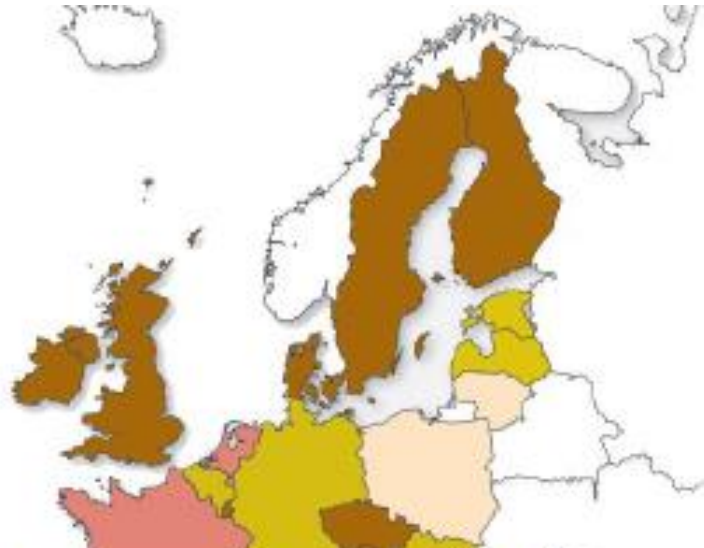
CAP expenditure (2)

Priority 4

Restoring, Preserving and Enhancing Ecosystems

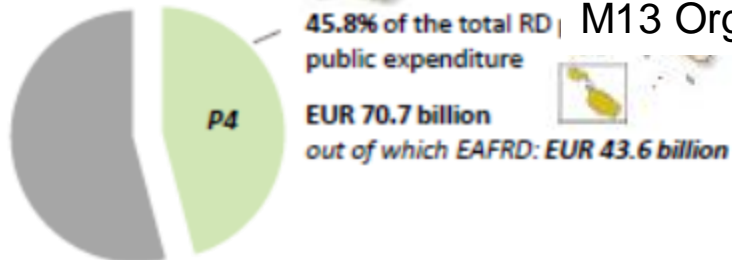


% of the total public expenditure allocated to the priority by MS



Top 3 Measures (public expenditure)

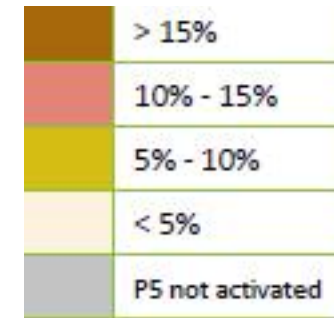
- M13 Areas with constraints (37%)
- M10 Agri-environment-climate (35%)
- M13 Organic farming (14%)



Source: <https://enrd.ec.europa.eu/sites/enrd/files/priority-4-summary.pdf>

Priority 5

Resource-efficient, Climate-resilient Economy

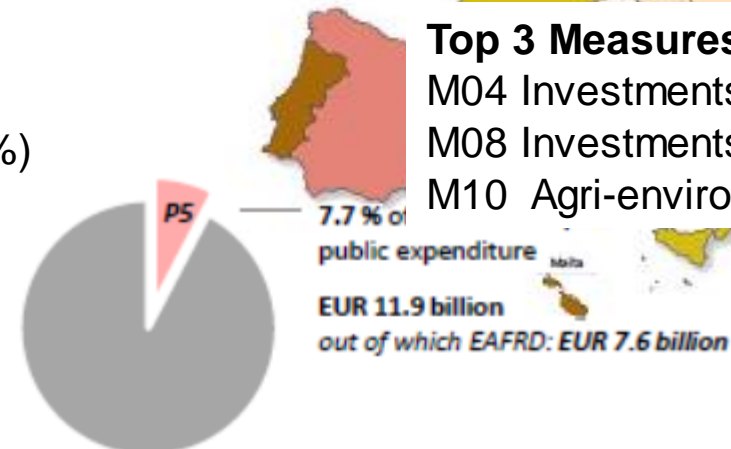


% of the total public expenditure allocated to the priority by MS



Top 3 Measures (public expenditure)

- M04 Investments in physical assets (48%)
- M08 Investments in forest areas (26%)
- M10 Agri-environment-climate (11%)



Source: <https://enrd.ec.europa.eu/sites/enrd/files/priority-5-summary.pdf>



- Link between budget allocated, measures selected and impacts not always self-evident, or evidenced
- Multi-level governance system (EU, national, regional levels + beneficiary) very decisive for policy (in-)effectiveness
- Mainstreaming biodiversity objectives to CAP Greening*
 - Commission proposal weakened at EU level in favour of easy implementable measures
 - „MS tend to select measures relevant for farmers“
 - Farmers tend to select measures that maximise production, require fewer changes in management practices and result in fewer long-term commitments

* Source: Based on EKLIPSE forthcoming report; www.eklipse-meachanism.eu

Lessons learned

- Significant effort on a functioning compliance control system (budget and institutional effectiveness), where failure is sanctioned by EU
- Not all MS have set up performance monitoring and evaluation systems as requested; failure hardly sanctioned
- Good practice: Technical Assistance funds for farmland in-situ data collection (DE)
- Ex-ante conditionalities (2014-2020): including stronger performance Monitoring Reporting and Verification (MRV) system.



Socio-economic context



Governance along the food chain needed

New modes of production

Role of consumers Changing diets; demand for organic food

- “Sustainability movements” (e.g. climate, regional food)
- Decreasing food waste

Societal costs

- Health costs
- Environmental and climate externalities

Global trade allows promotion of production standards

Thoughts on policy development and policy instruments



- Mainstreaming into the CAP with a credible integrated approach: ambitious, manageable
- CAP backed by significant budget as opposed to many regulations listed in Annex XI of the CAP legal proposal
- Policy effectiveness requires objectives and targets which are clearly formulated, relevant and measurable
- Portfolio of CAP instruments theoretically allows for performance towards objectives
- Filling crucial gaps: e.g. soil biodiversity
- Stronger knowledge base needed



COPERNICUS IN SUPPORT OF THE CAP

Indicators potentially relevant for targeting and monitoring CAP

- Land take
- HNV farmland
- Fragmentation of natural/ semi-natural landscapes
- Linear woody features (current concept)

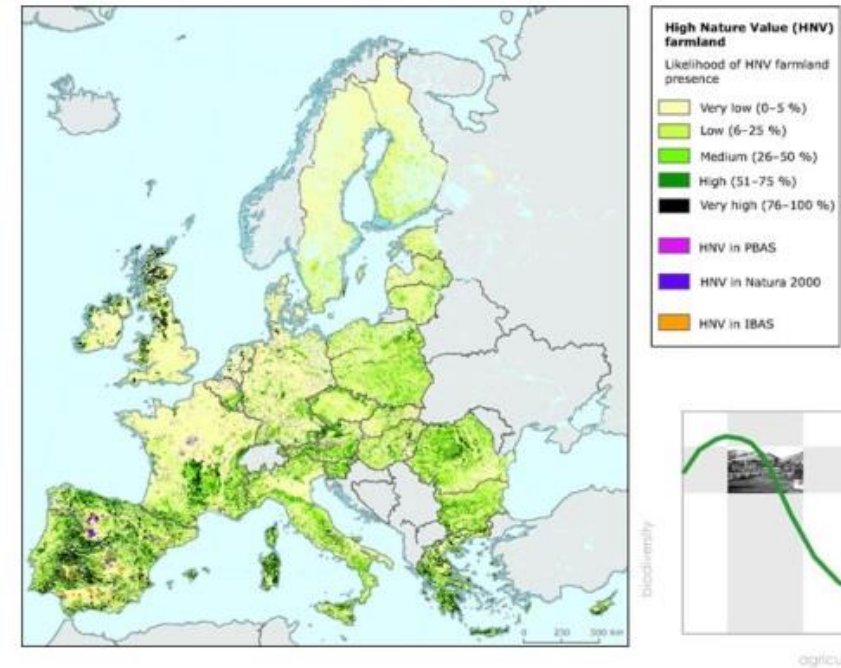
Land use conflicts



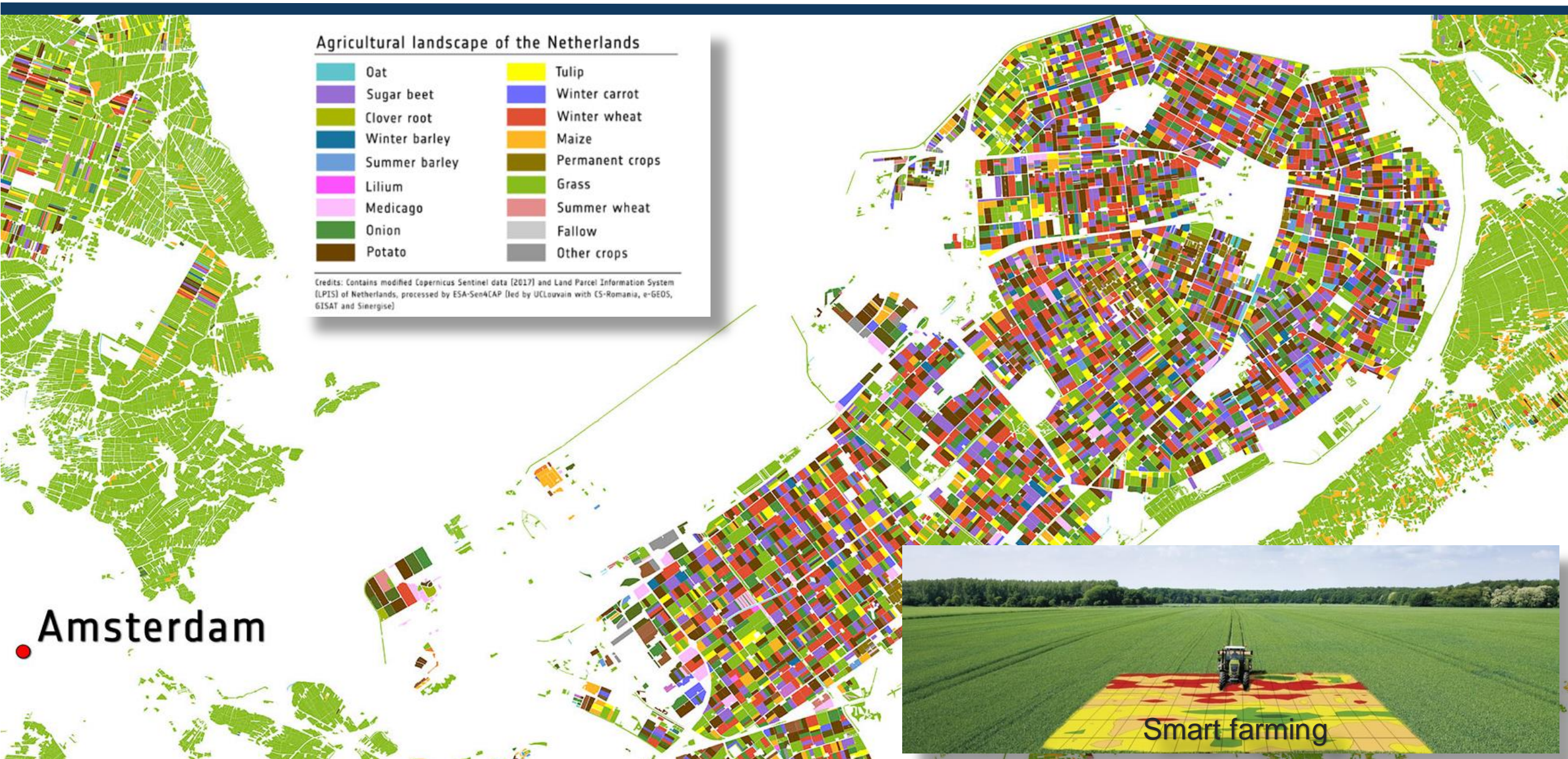
→ Demand for land use efficiency (total output of land systems)

→ Demand for priority setting

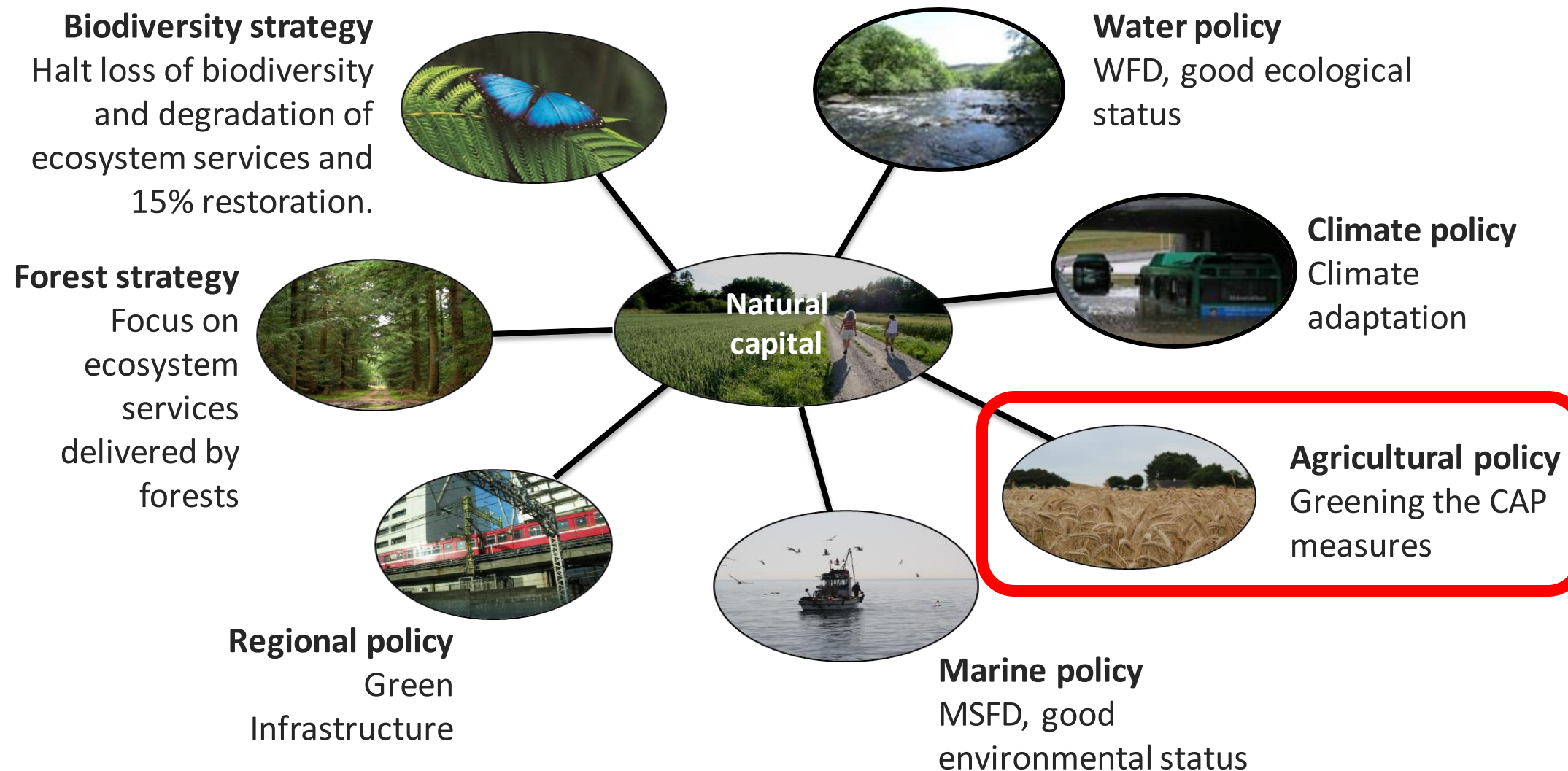
High nature value farmland



Supporting policy: sustainable use of agricultural land



Supporting policy: the big picture



Concluding remarks



- Sector's environmental performance has to increase, in line with Paris-LCE, CE, BE, BDS, non-toxic, Chem Strat objectives
- CAP has potential to mainstream several sustainability-related policies based on a stronger integration approach
- Clear, relevant, measurable and enforceable objectives and targets.
- Stronger knowledge base for monitoring environmental conditions and policy performance needed
- Requires a systemic vision beyond the farmer, beyond the CAP, and beyond Europe

Thank you

Hans.Bruyninckx@eea.europa.eu

Sign up to receive EEA news, reports and alerts on your areas of interest at
<http://eea-subscriptions.eu/subscribe>