# How do the CAP and its national implementations enable or constrain the resilience of farming systems in the European Union? A comparative assessment

**173rd EAAE Seminar**

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Prof. dr. Peter H. Feindt (Humboldt University at Berlin)
Prof. dr. Katrien Termeer, Dr. Jeroen Candel,
Yannick Buitenhuis, MSc (all WUR, Public Policy and
Administration), with input from case study partners

SUSTAINABLE RESILIENT EU FARMING SYSTEMS

HUMBOLDT-UNIVERSITÄT ZU BERLIN

WAGENINGEN UNIVERSITY & RESEARCH

# Policy work package

- **Question:** To what extent do current policies at the EU and member state level, and in particular the CAP, enable or constrain the resilience of European farming systems along the dimensions of robustness, adaptability and transformability?

- **Assessment tool**: To assess policies in terms of strengths and weaknesses, and to provide entry points for policy improvements

- **The aim is not:** To assess the resilience of the policies themselves, but the extent to which these policies influence the resilience of European farming systems.

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**The research question:** To what extent do current policies at the EU and member state level, and in particular the CAP, enable or constrain the resilience of European farming systems along the dimensions of robustness, adaptability and transformability?
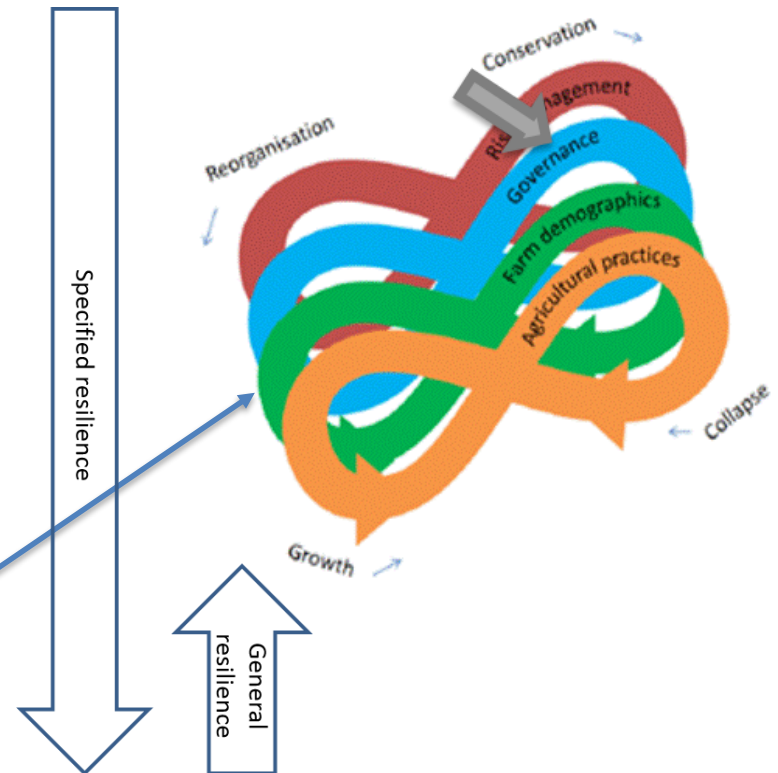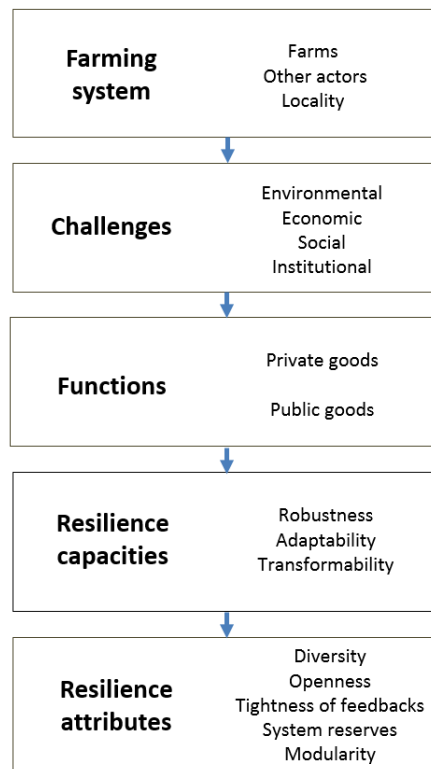
**1.** Resilience *of what*?

**2.** Resilience *to what*?

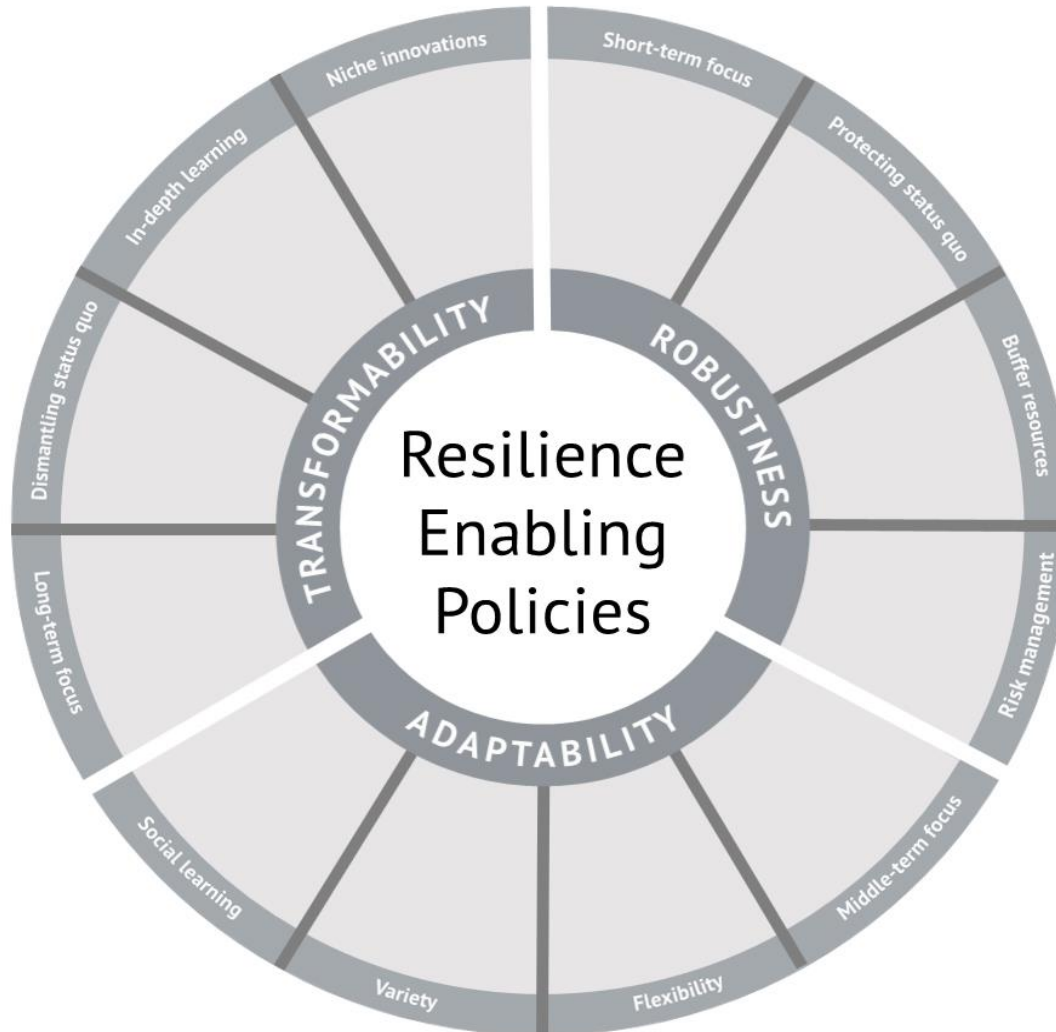**3.** Resilience *for what purpose*?

**4.** What *resilience capacities?*

**5.** *What enhances* resilience?

| Farming system | Farms<br>Other actors<br>Locality |
| --- | --- |
| **Challenges** | Environmental<br>Economic<br>Social<br>Institutional |
| **Functions** | Private goods<br><br>Public goods |
| **Resilience capacities** | Robustness<br>Adaptability<br>Transformability |
| **Resilience attributes** | Diversity<br>Openness<br>Tightness of feedbacks<br>System reserves<br>Modularity |

Specified resilience

General resilience

Conservation

Reorganisation

Risk management

Governance

Farm demographics

Agricultural practices

Collapse

Growth

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# Resilience Assessment Tool

# Method

- Starting point: Specific farming system and its challenges

- Identification of relevant policies: national implementation of CAP and other relevant agricultural policies (issued by a Ministry of Agriculture)

- Document analysis: Identify policy goals and instruments

- Scoring the resilience characteristics based on identified text elements, supported by argument

- Overall analysis of resilience strengths and weaknesses – colouring the wheel

- Stakeholder check (a set of interviews or focus group)

# Findings

# Broad range of severe resilience challenges

➤ Demographic challenges: depopulation/outmigration, ageing farm population, lack of skilled labour, changing consumer preferences, gender balance

➤ Economic: Market access, price volatility, value chains, insufficient insurance arrangements, financial and management skills, land prices, capital scarcity, food safety, public health, animal welfare

➤ Environmental: Climate change, soil fertility, nitrate, environmental regulation, pollinator loss, lack of environmental skills, diseases, wildlife

➤ Institutional and political: fragmented governance structures, land ownership, geo-political instability, trade conflicts, acceptance of conventional farming, future of pesticides, regulatory costs, political distortions on land markets

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# Examples of resilience enhancing policies

**Many measures constrain T.**
**Implied in goals but not specific**
**Support for organic (?) and new rural value chains**
**EPI**

**Direct payments**
**Greening payments**
**Market safety net**
**Crisis reserve**
**GI**
**Insurance schemes**
**Coordination of production**



Niche innovations · Short-term focus · Protecting status · Dismantling sta... · Resilience Enabling Policies · ROBUSTNESS · TRANSFORMABILITY · Long-term focus · ADAPTABILITY · Risk management · ...al learning · Variety · Flexibility · Middle-term focus
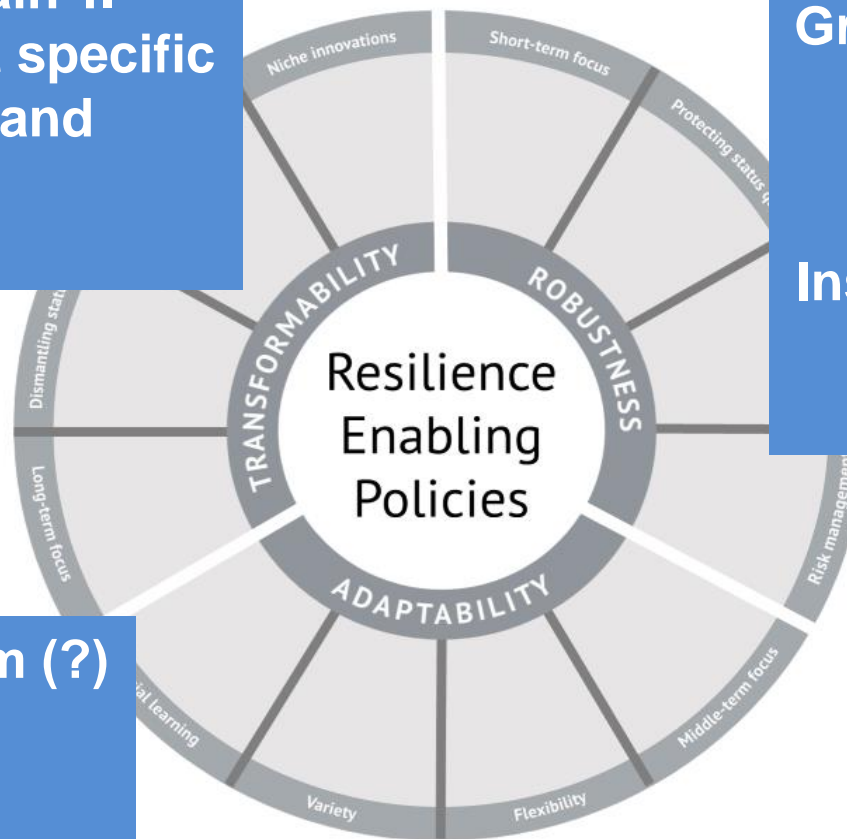
**Young farmers' premium (?)**
**AEP**
**Investment support**
**Leader**
**Flexibility: modulation, etc.**

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# Cluster 1: Robustness-oriented policy

GOALS
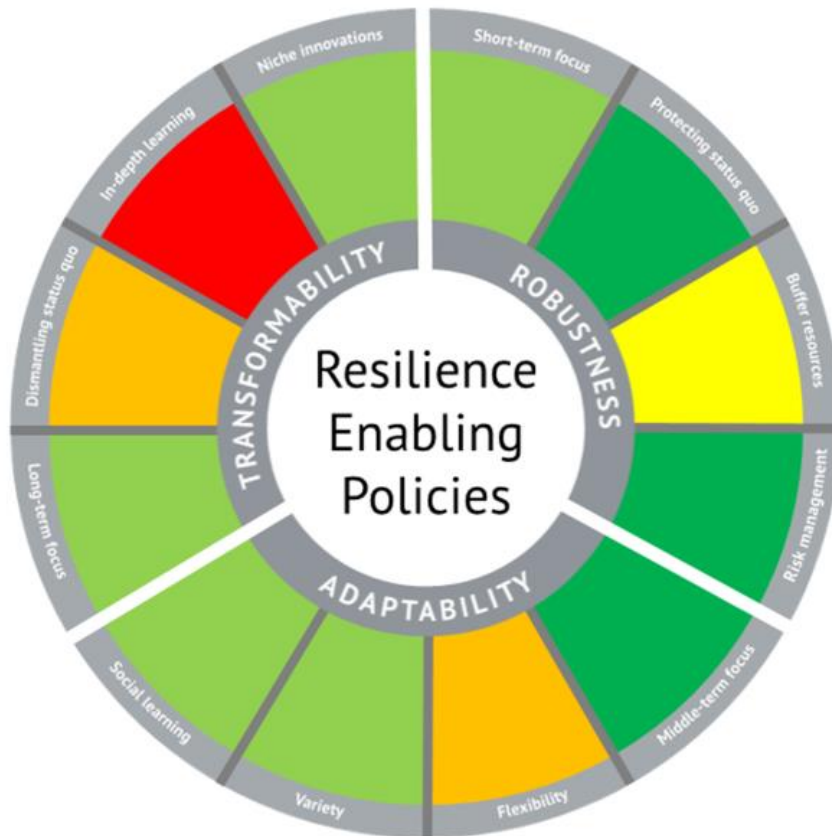
INSTRUMENTS

Source: Lievens & Mathijs,
Belgian case study

Dairy farming system in Flanders, Belgium

This project has received funds from the European Union's Horizon 2020 research and innovation programme under Grant Agreement No 727520

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**GOALS**

**INSTRUMENTS**
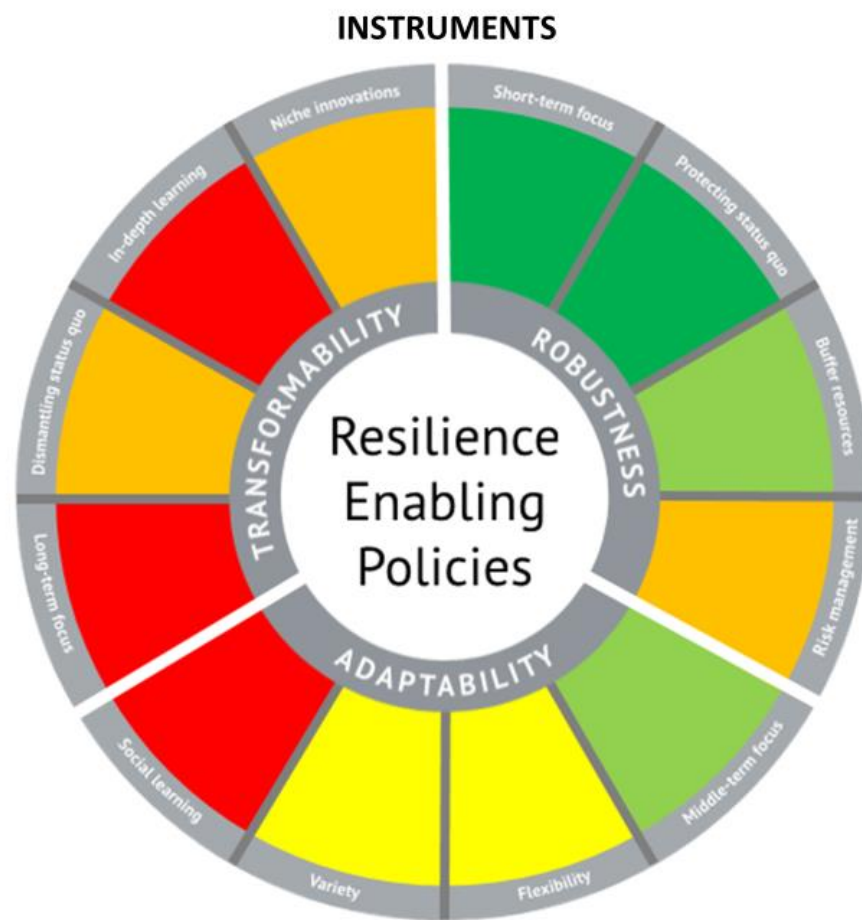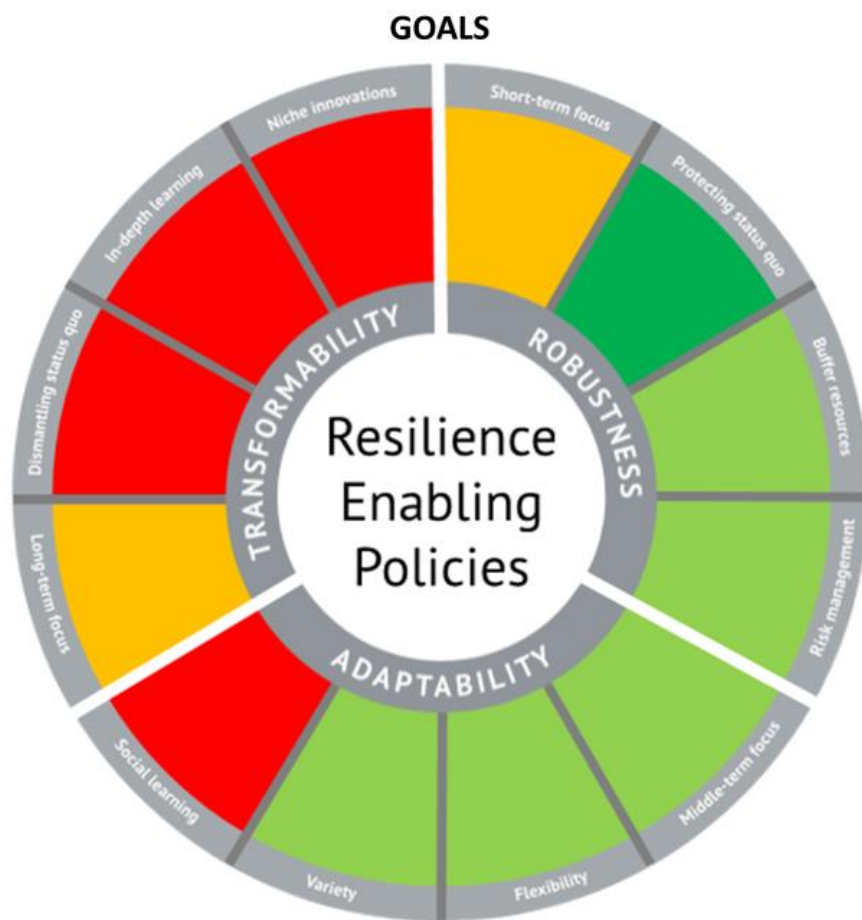
Crop farming system in Bulgaria
(focus on large family and corporate producers)

Source: Valchovska & Peneva,
Bulgarian case study

This project has received funds from the European Union's Horizon 2020 research and innovation programme under Grant Agreement No 727520

GOALS

INSTRUMENTS

Resilience Enabling Policies
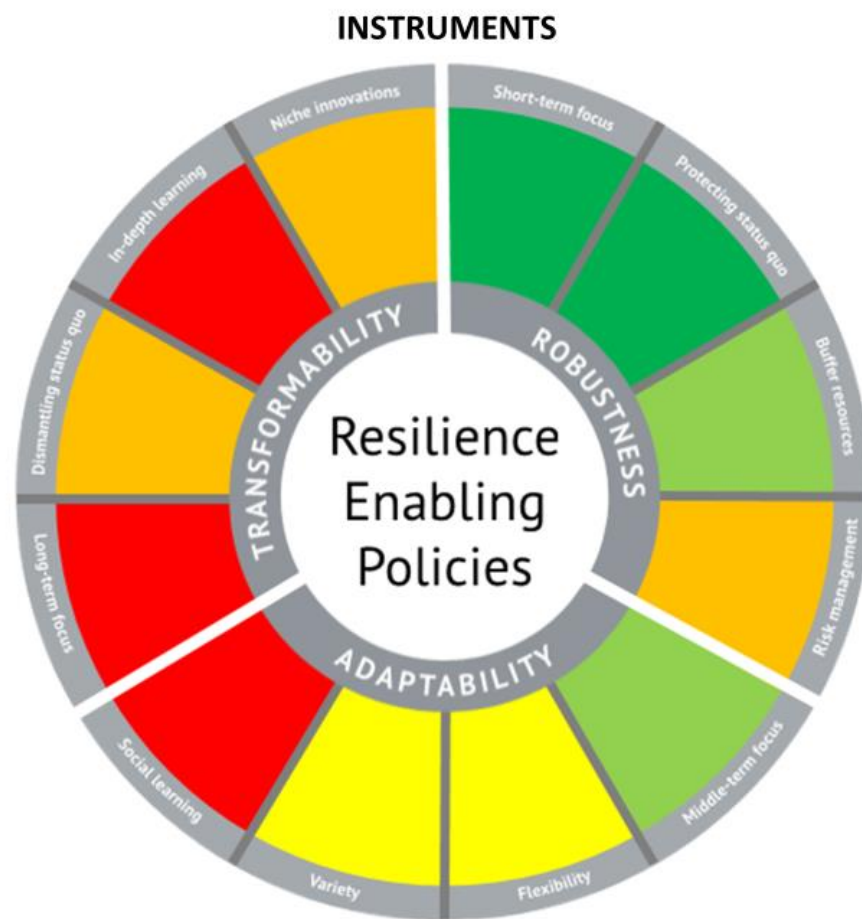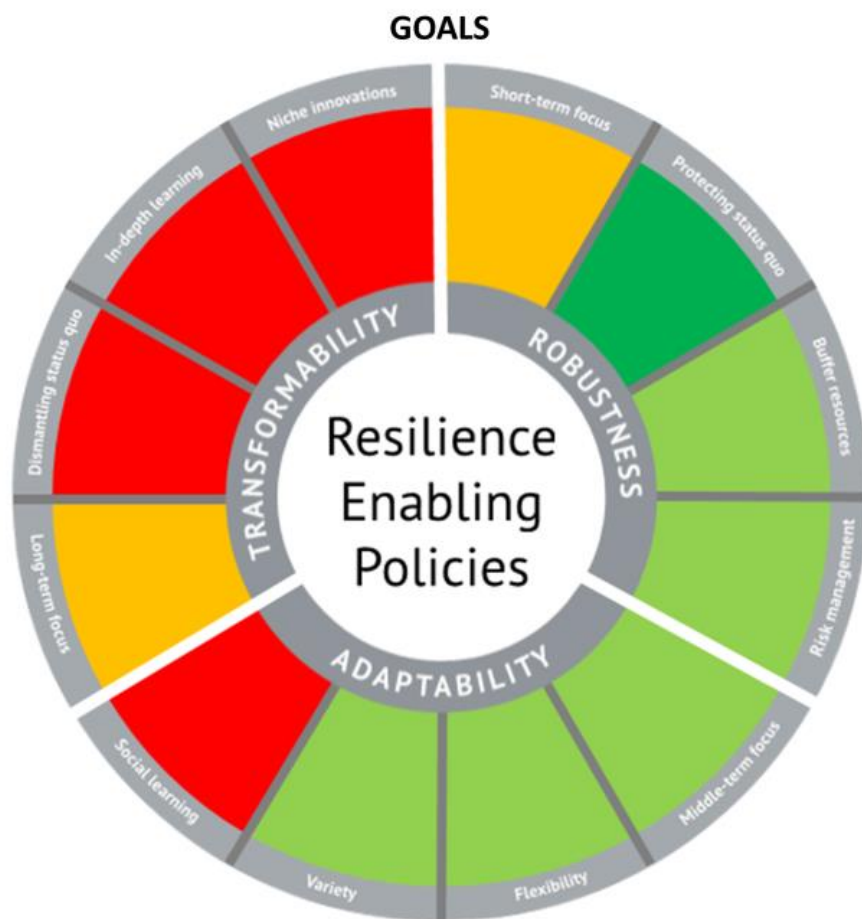
Cattle breeding system in Bocage Bourbonnais in the Massif Central in France

Source: Léger, French case study

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GOALS / INSTRUMENTS
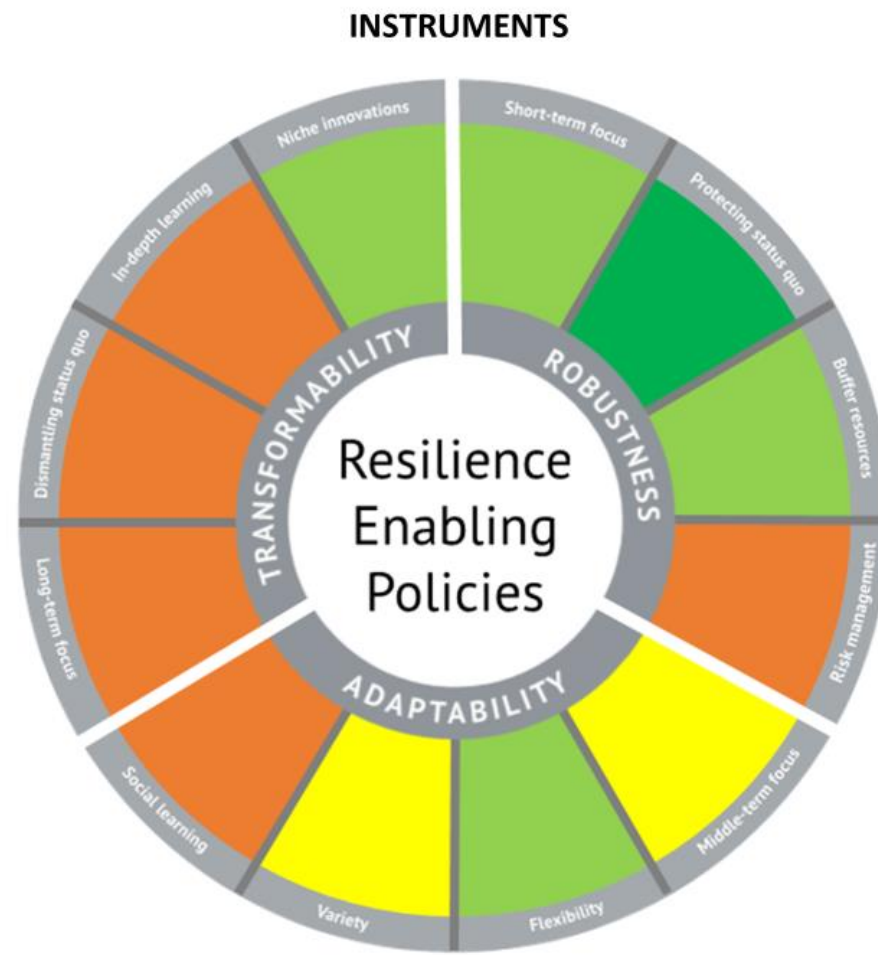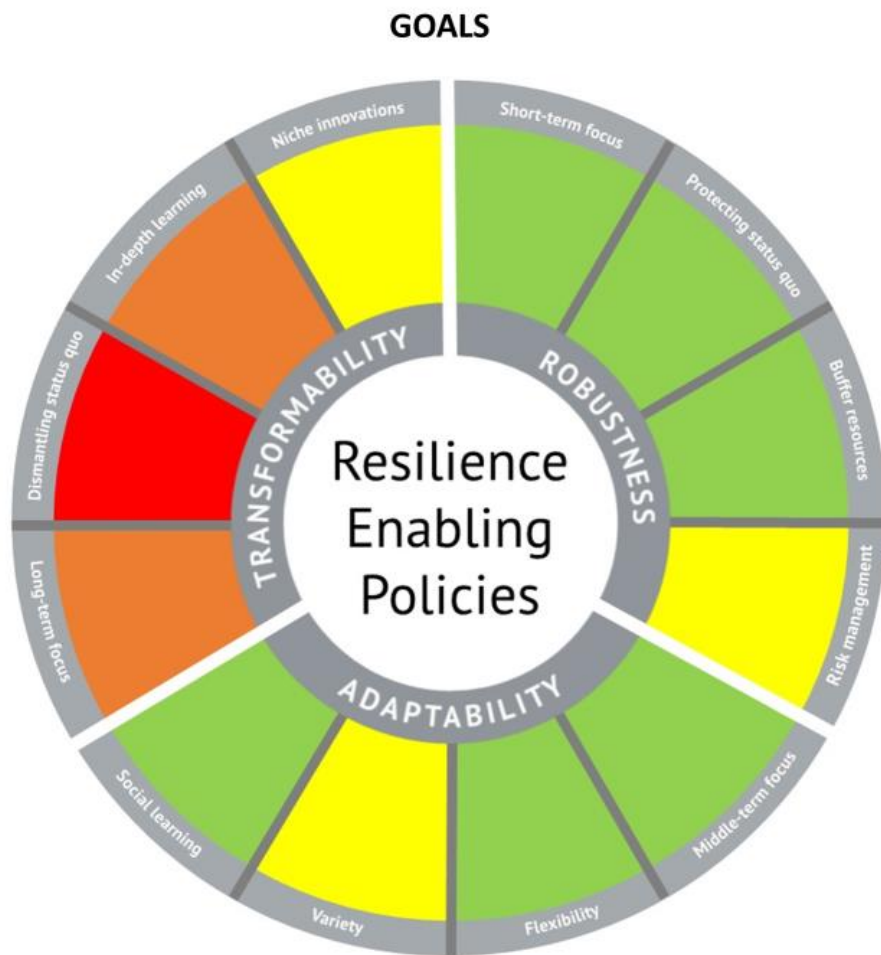
Source: Daskiewicz & Balman, German case study
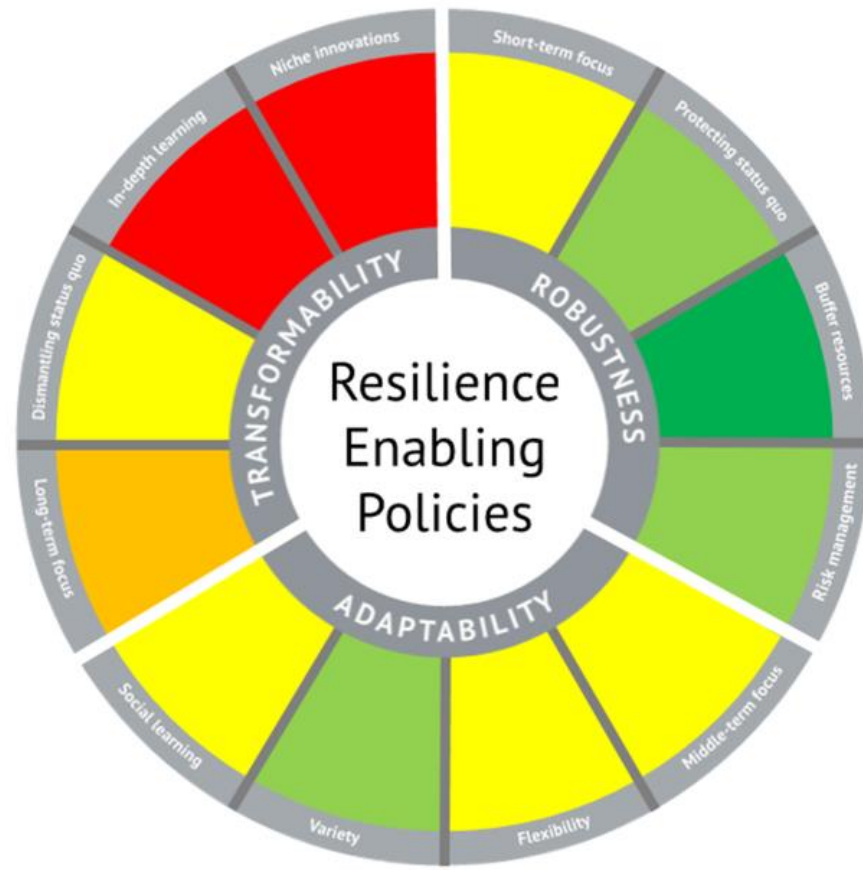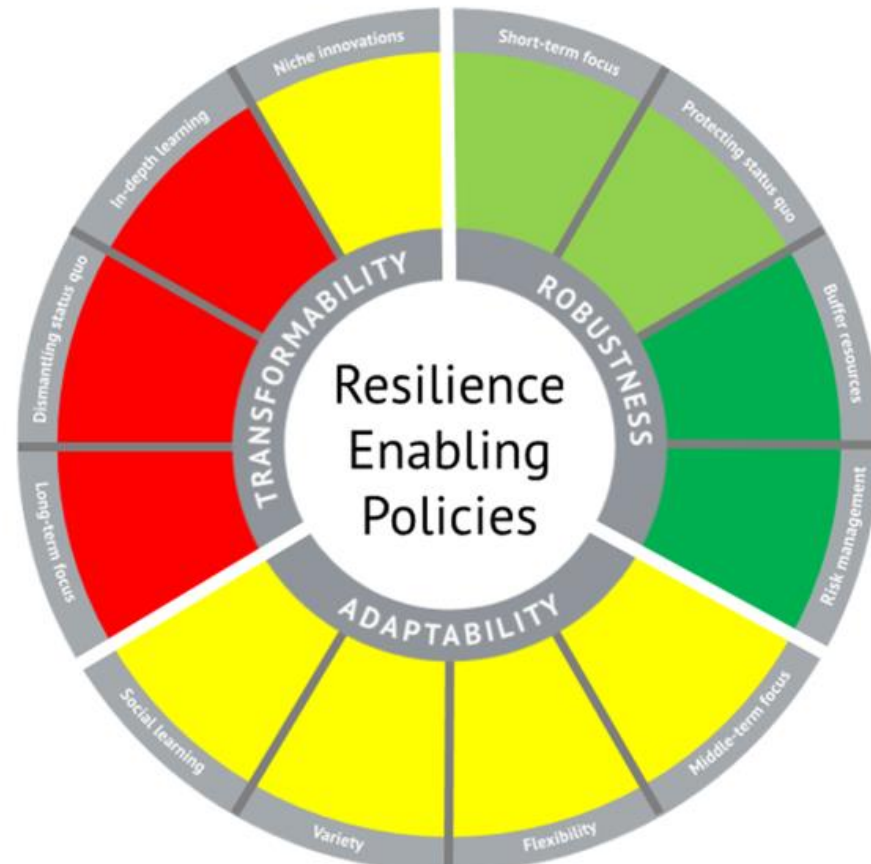
Arable farming system in Saxony-Anhalt, Germany
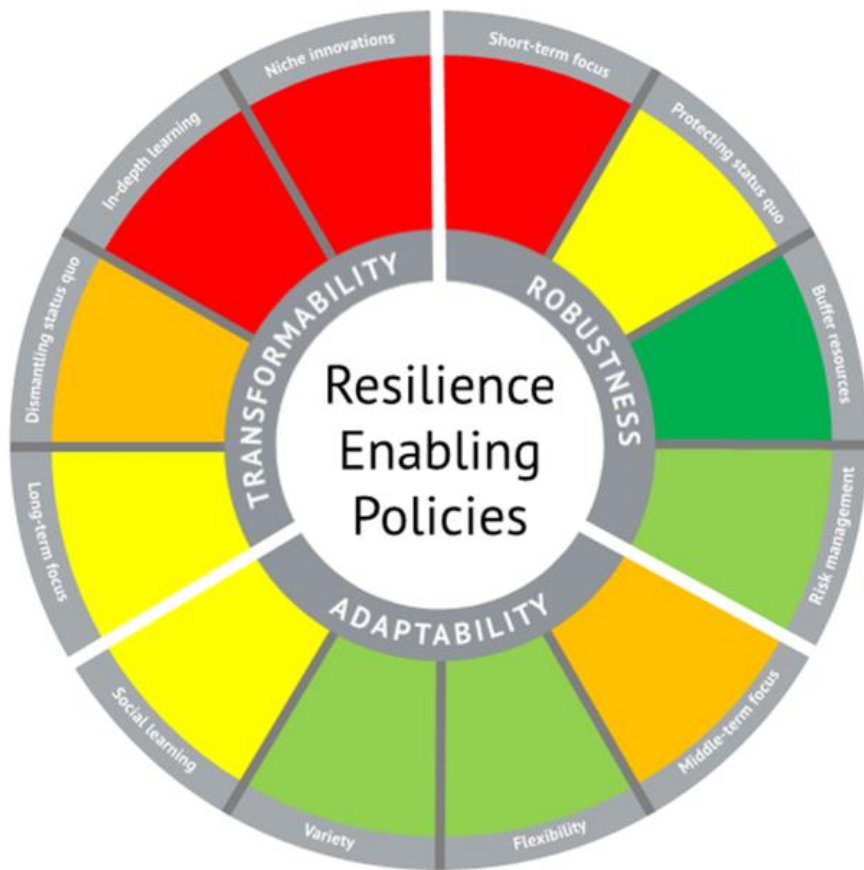
GOALS | INSTRUMENTS

Source: Ciechomska
Polish case study

Private fruit and vegetable farms in Poland
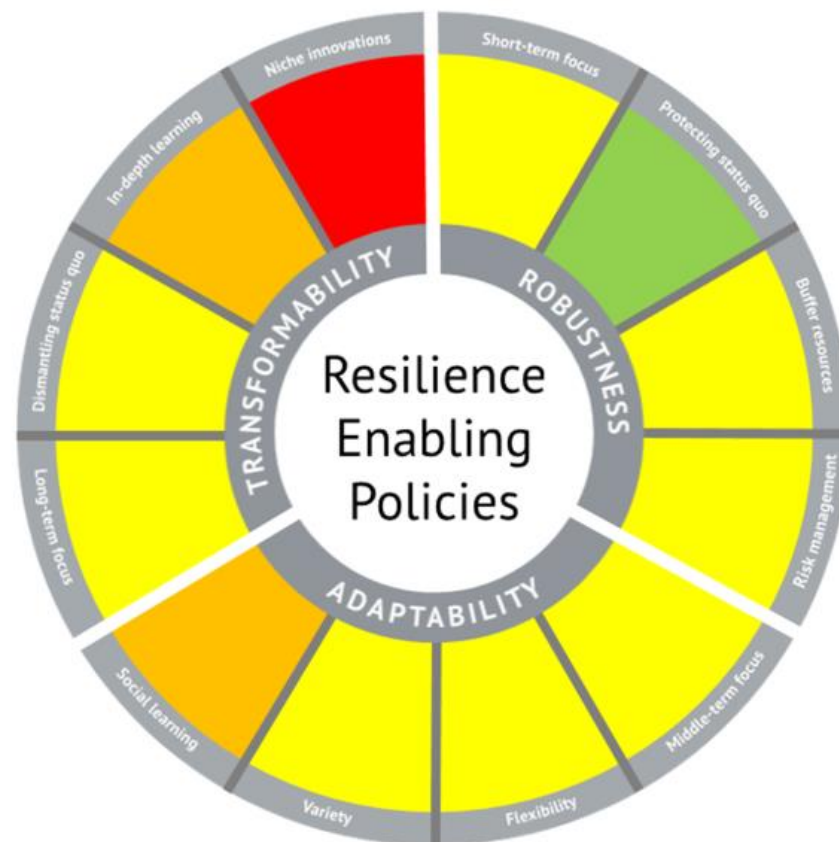
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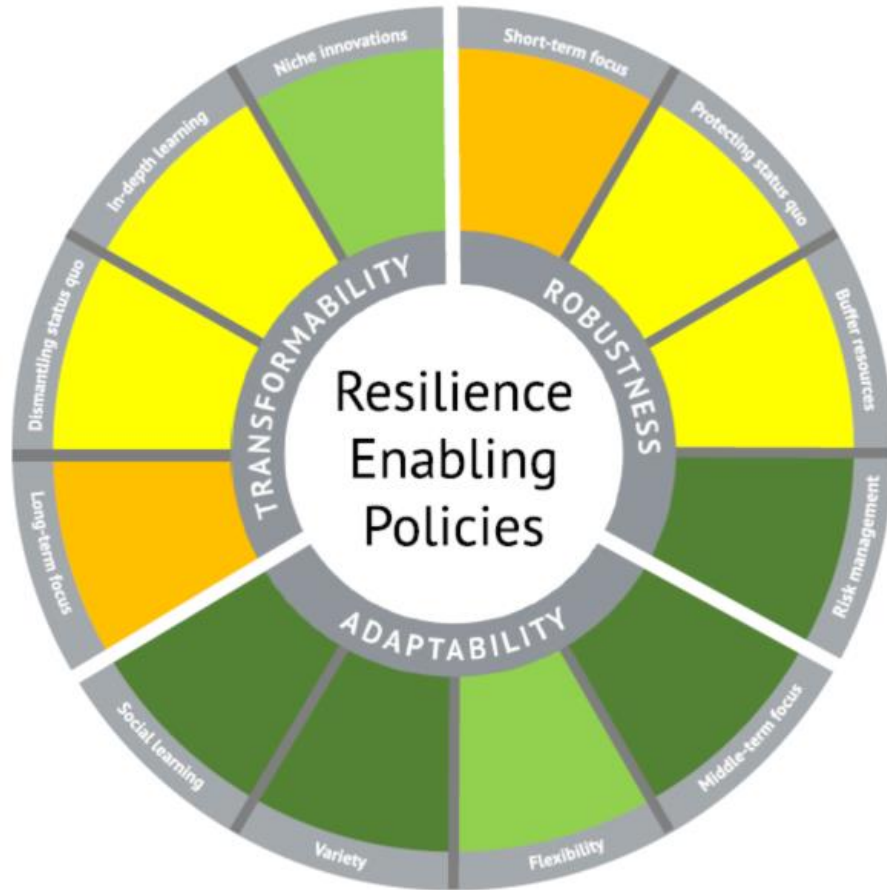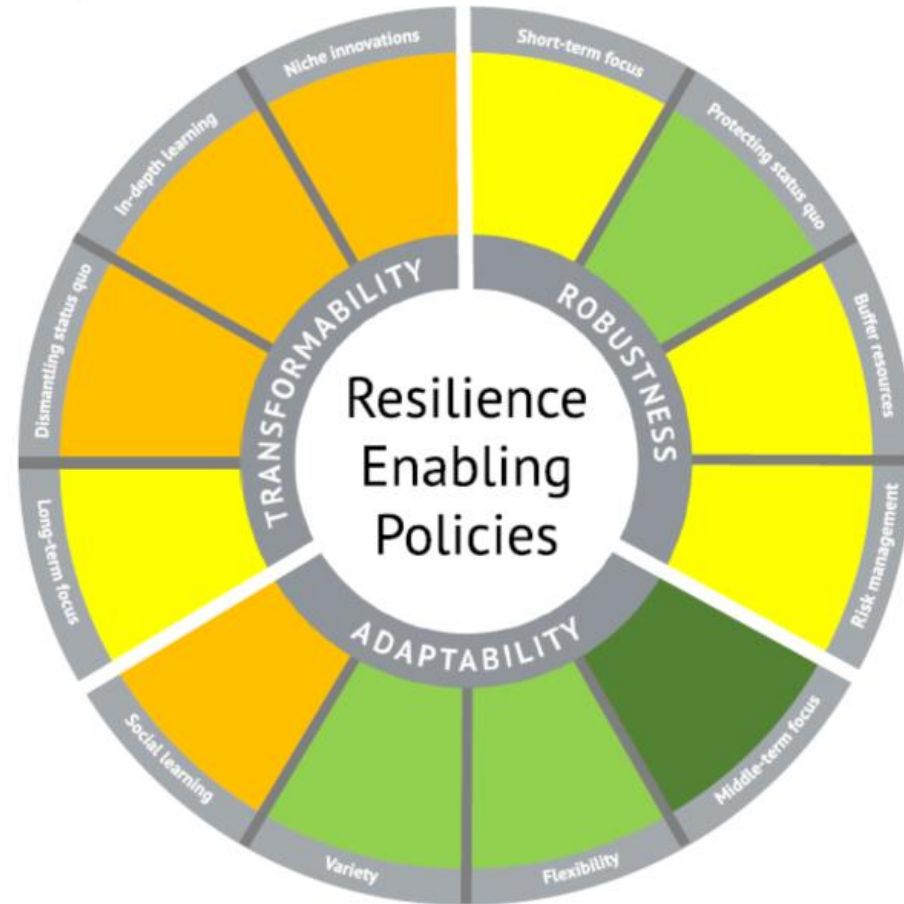
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GOALS

INSTRUMENTS

Arable crop system in the Netherlands (Veenkolonie)
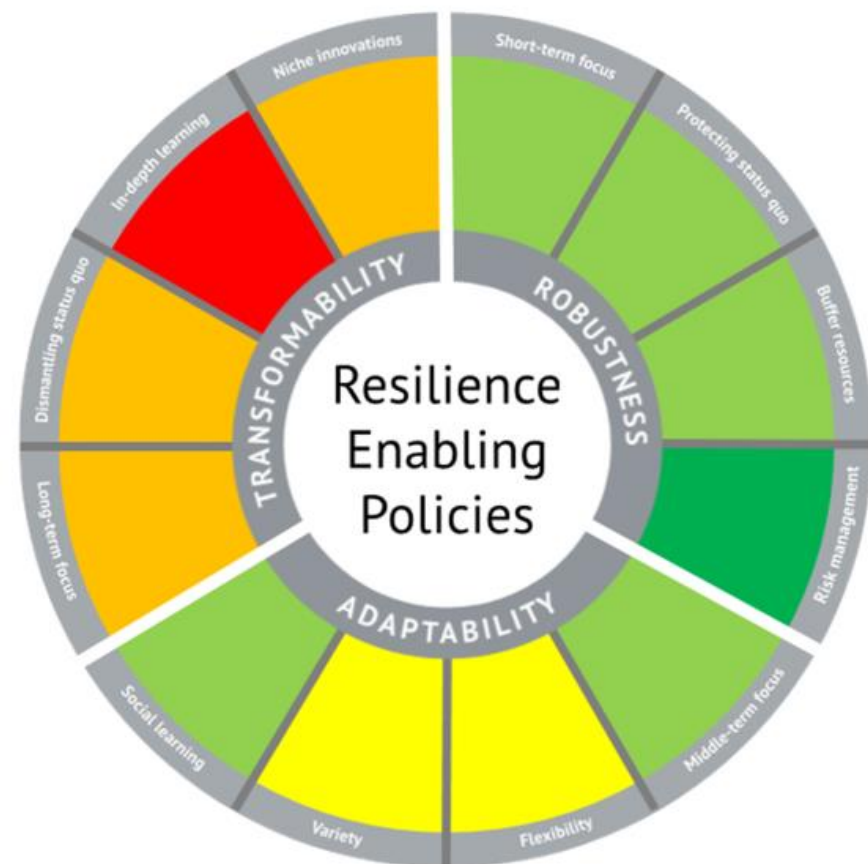
Source: Buitenhuis, Dutch case study

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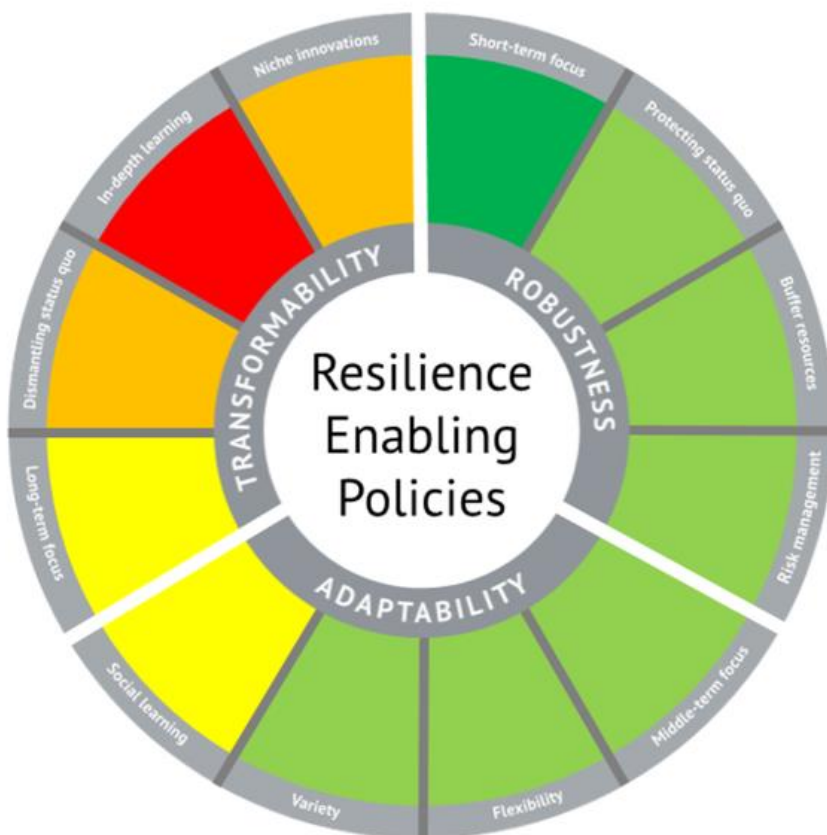
Source: Voicilas & Luca,
Romanian case study

Small and medium-sized mixed farms in North-East Romania

# Cluster 2: Adaptability-enhancing policy

**GOALS**

**INSTRUMENTS**

Hazelnut production in Lazio, Italy

**GOALS**

**INSTRUMENTS**

Egg and broiler production in Sweden

Source: Manevska-Tasevska,
Swedish case study

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# Cluster 3: Resilience-constraining policy

**GOALS**
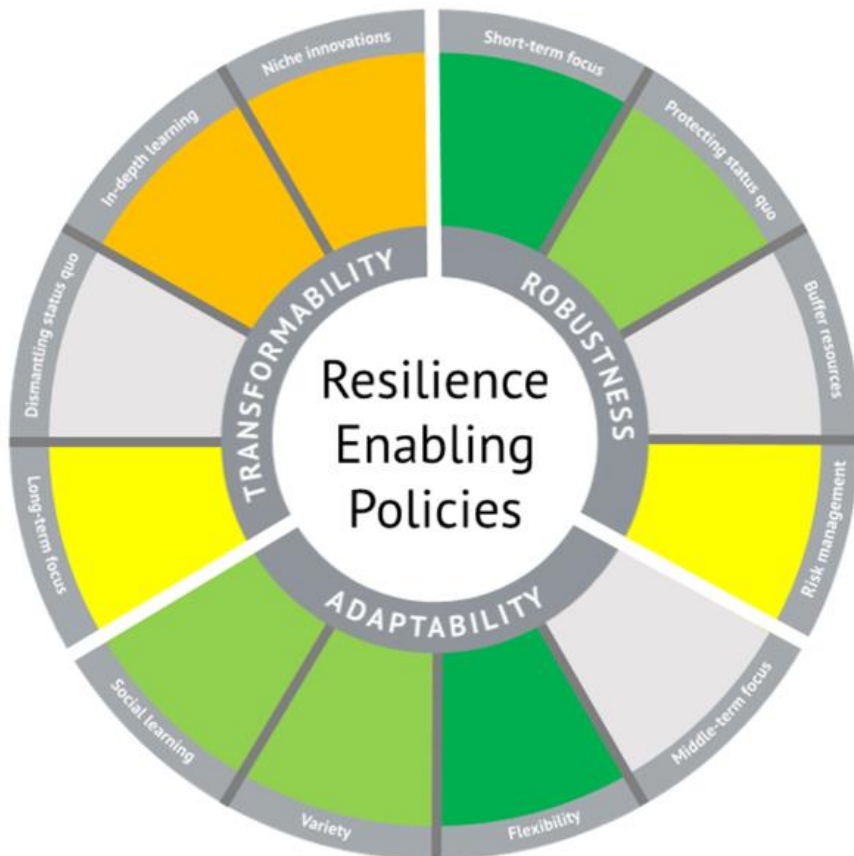
**INSTRUMENTS**

Source: Bardají, Soriano & Bertolozzi,
Spanish case study

Extensive sheep grazing system in the Huesca region in Northeast Spain

This project has received funds
from the European Union's
Horizon 2020 research and
innovation programme under
Grant Agreement No 727520

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# Transformability-oriented policy

GOALS

INSTRUMENTS

Arable crop system in East Anglia, UK

Source: Midmore, British case study

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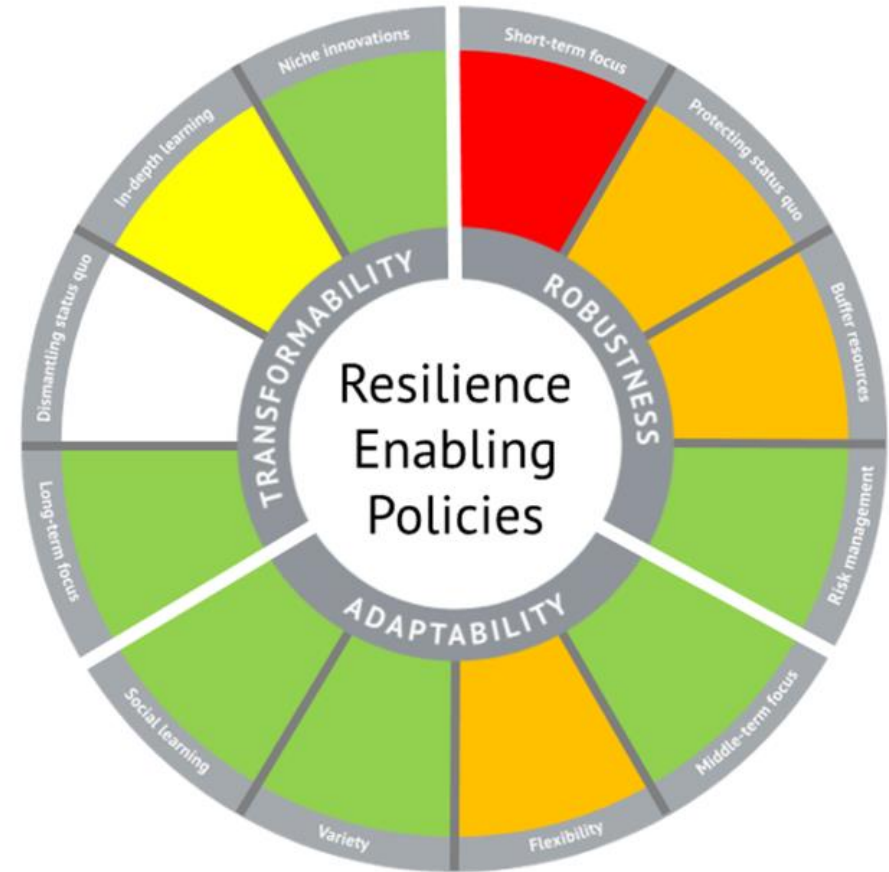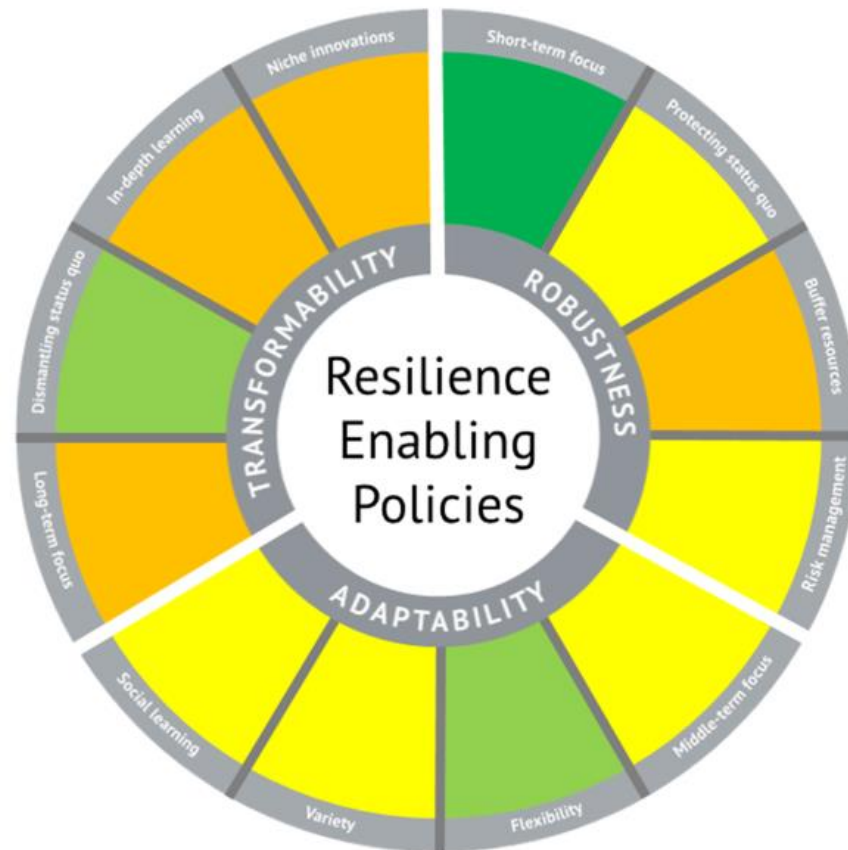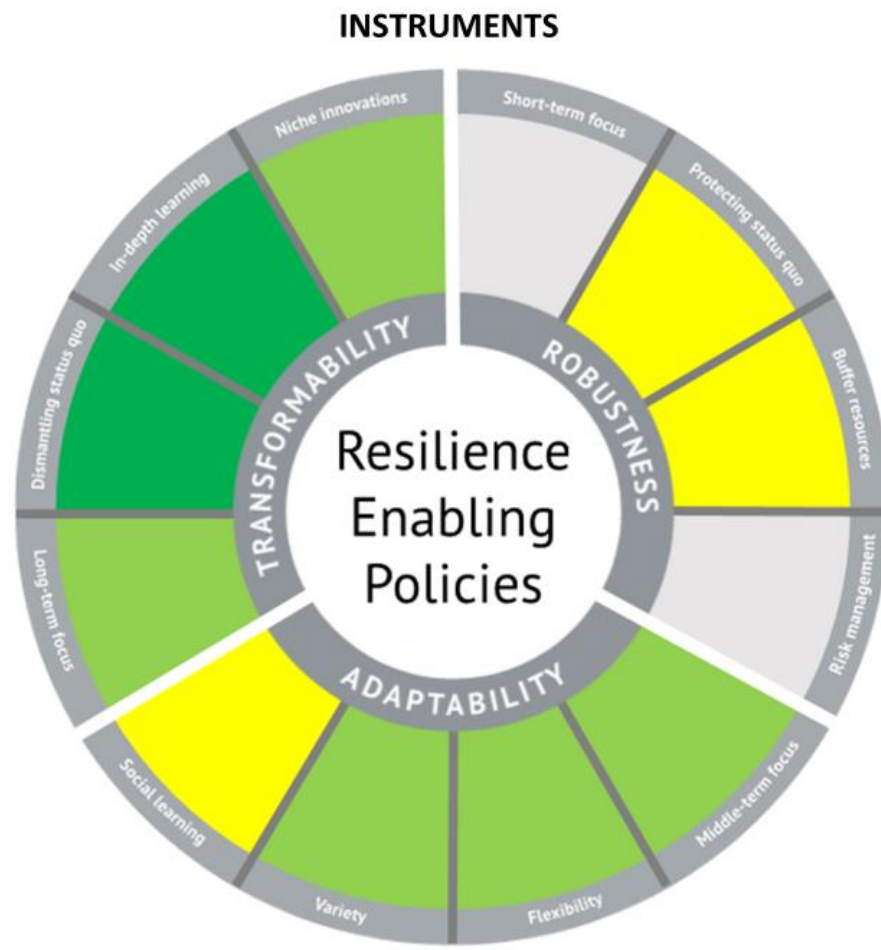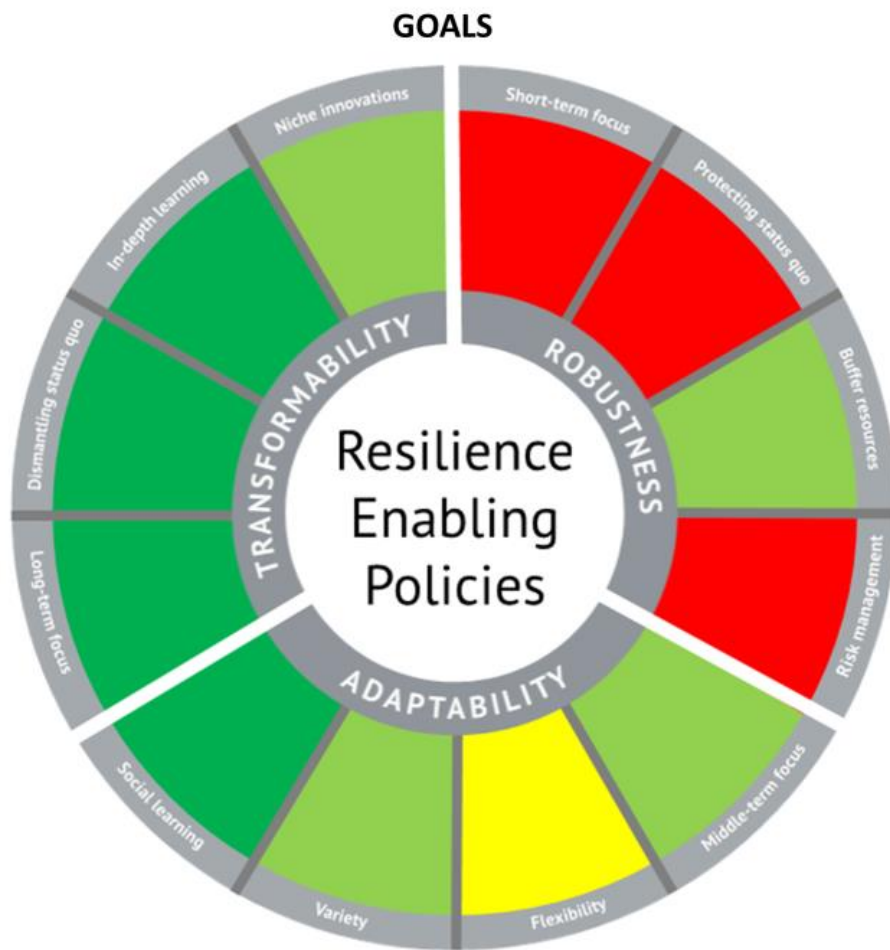
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# Overarching Patterns

# Policy goals score better than policy instruments



Source: Authors' analysis, based on case study findings

Chart showing Goals (blue) and Instruments (red) scores for: Belgium, Bulgaria, France, Germany, Italy, NL, Poland, Romania, Spain, Sweden, UK
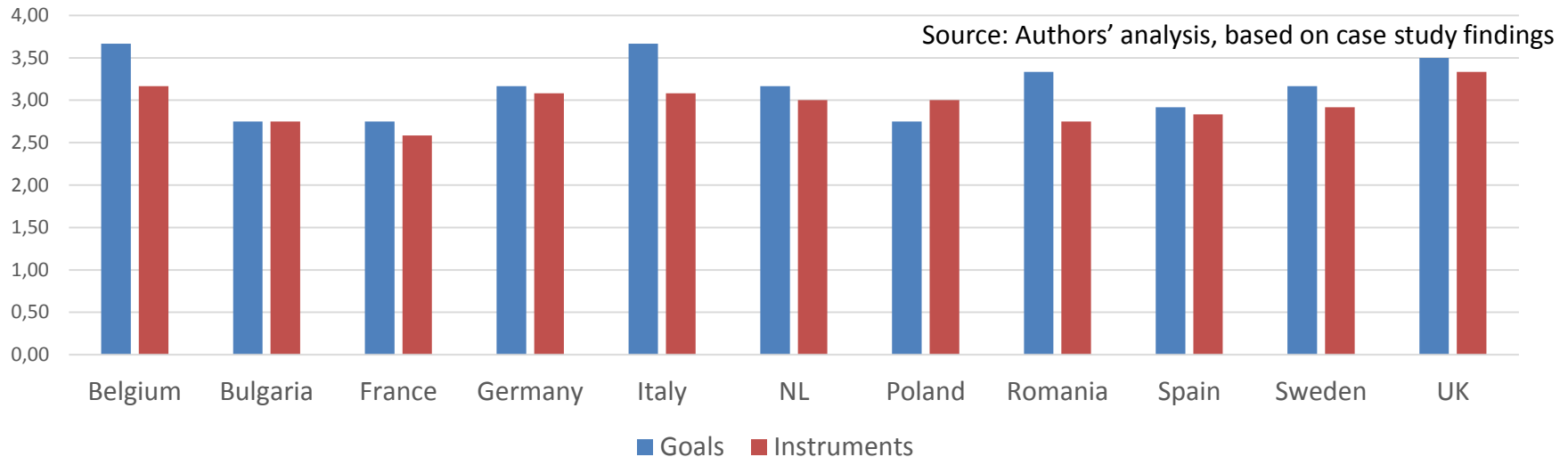
- Average score: policy goals 3.17, policy instruments 2.95

- Possible explanations

  - Financial constraints

  - Administrative constraints

  - Symbolic dimension of policy-making

  - Time gap between goal development and implementation

# Significant differences in the resilience-enabling capabilities between the case studies



Source: Authors' analysis, based on case study findings
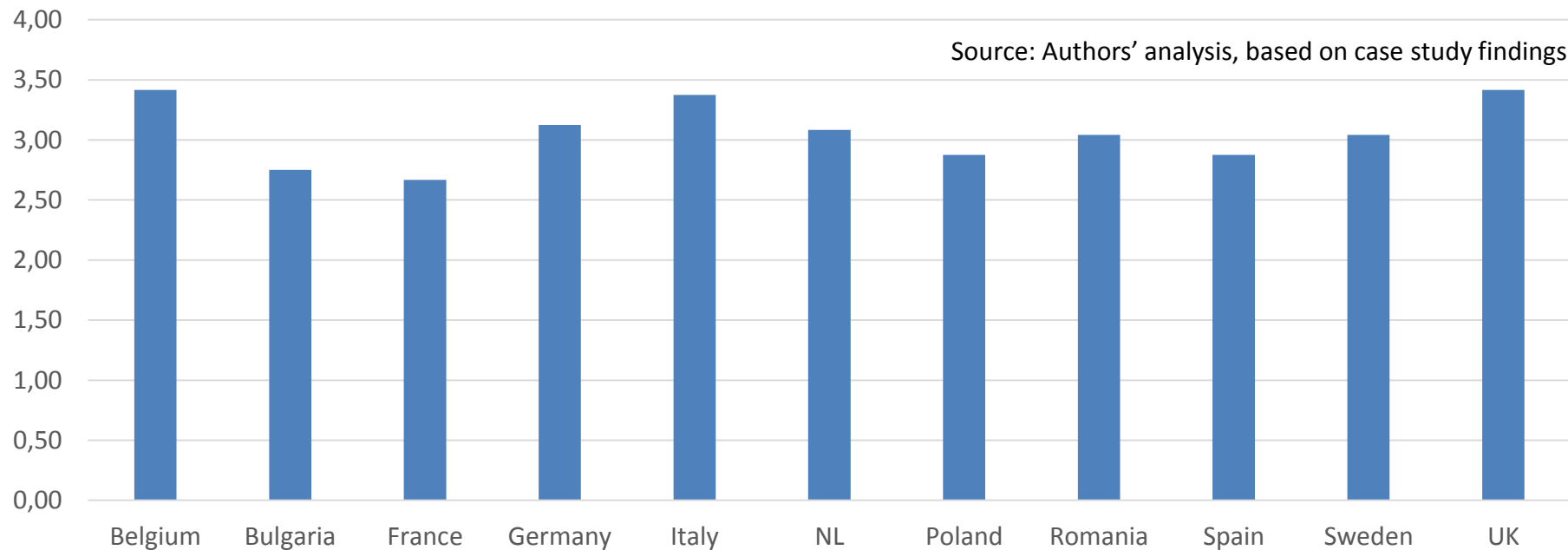
Total average ResAT score per case study

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# Mixed ability to enhance resilience: some resilience dimensions are more supported than others

Source: Authors' analysis, based on case study findings
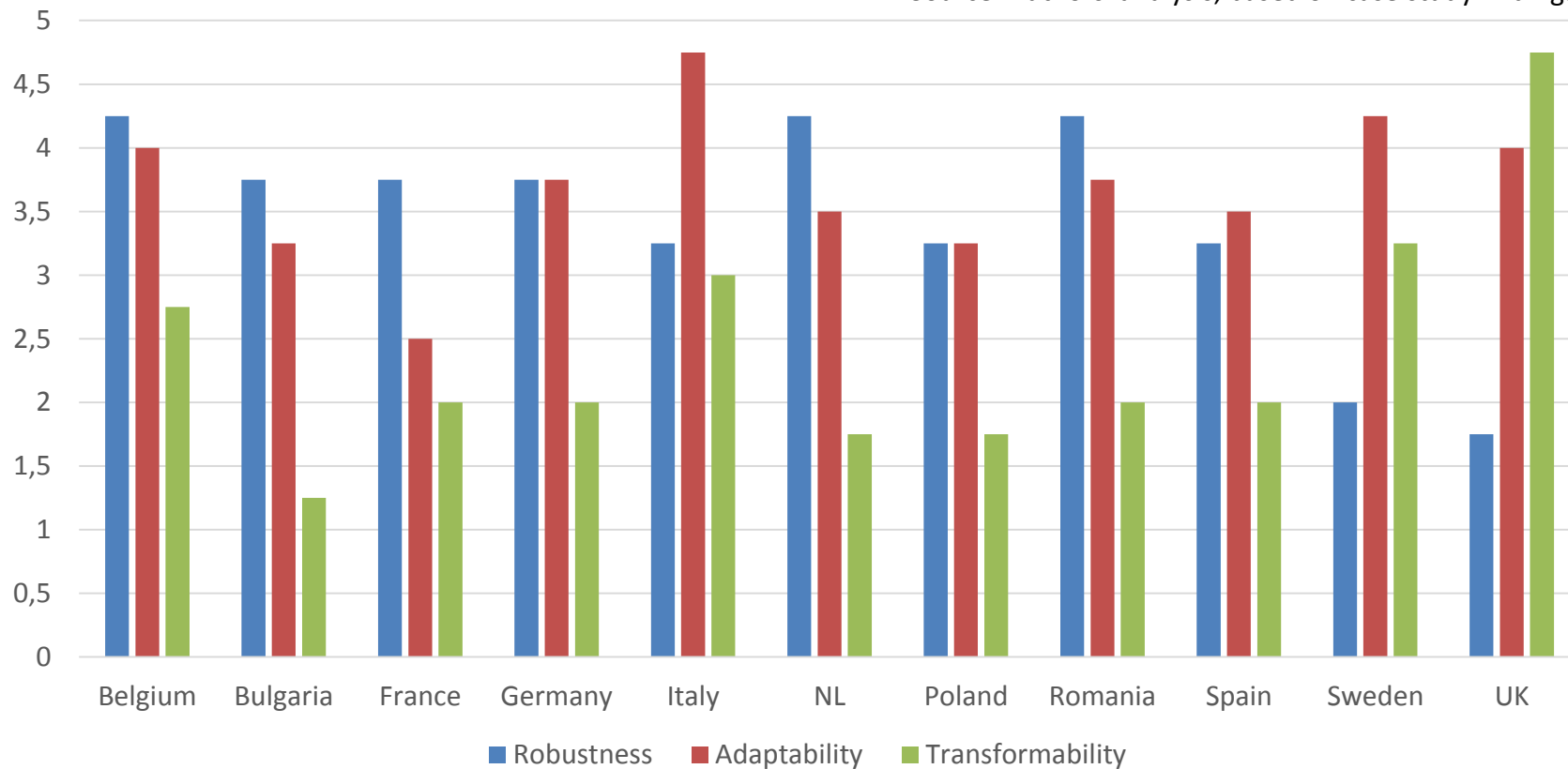


Average ResAT scores per resilience category – goals

# Mixed ability to enhance resilience (2)



Source: Authors' analysis, based on case study findings
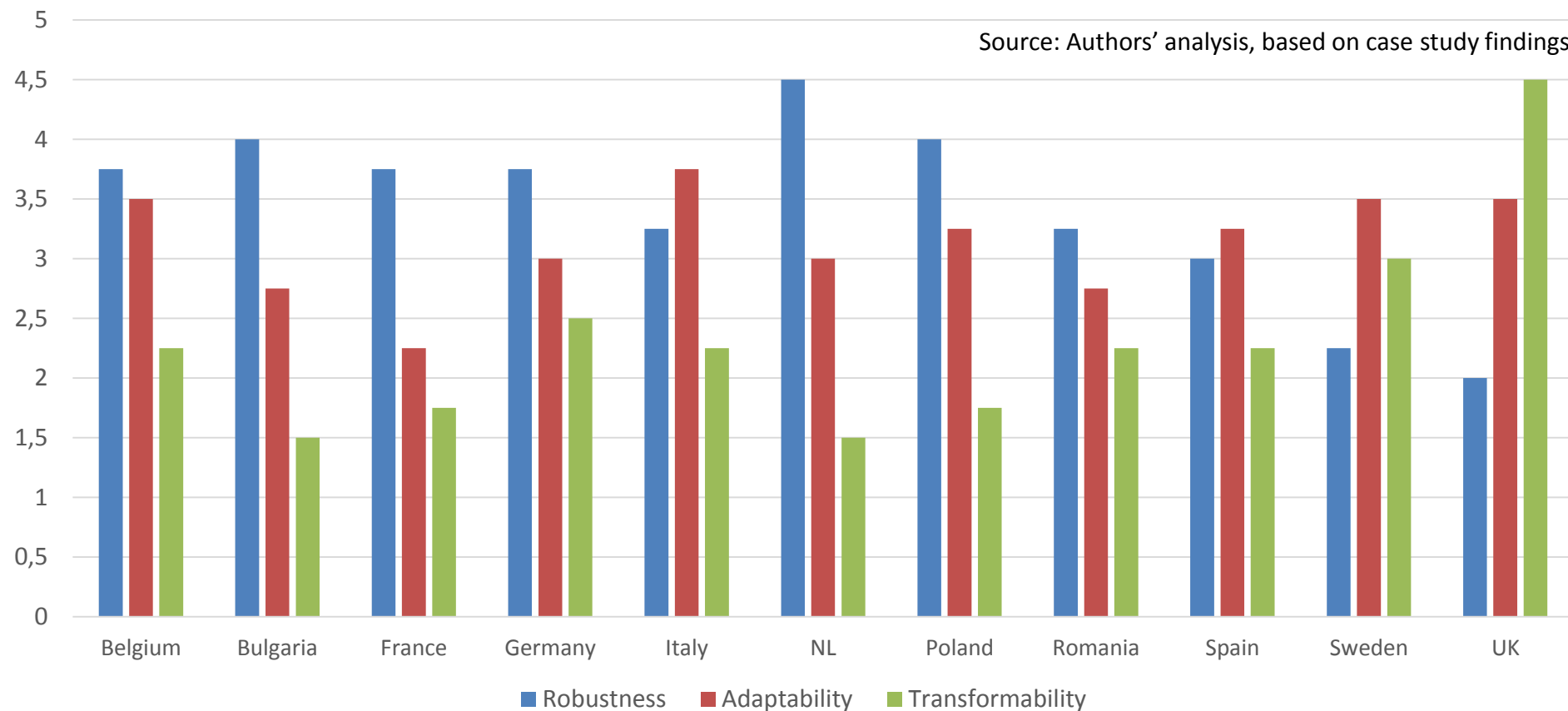
Average scores per resilience category – instruments

# Instrumentation and implementation bias towards robustness and against adaptability



Source: Authors' analysis, based on case study findings

Legend: ■ Robustness ■ Adaptability ■ Transformability
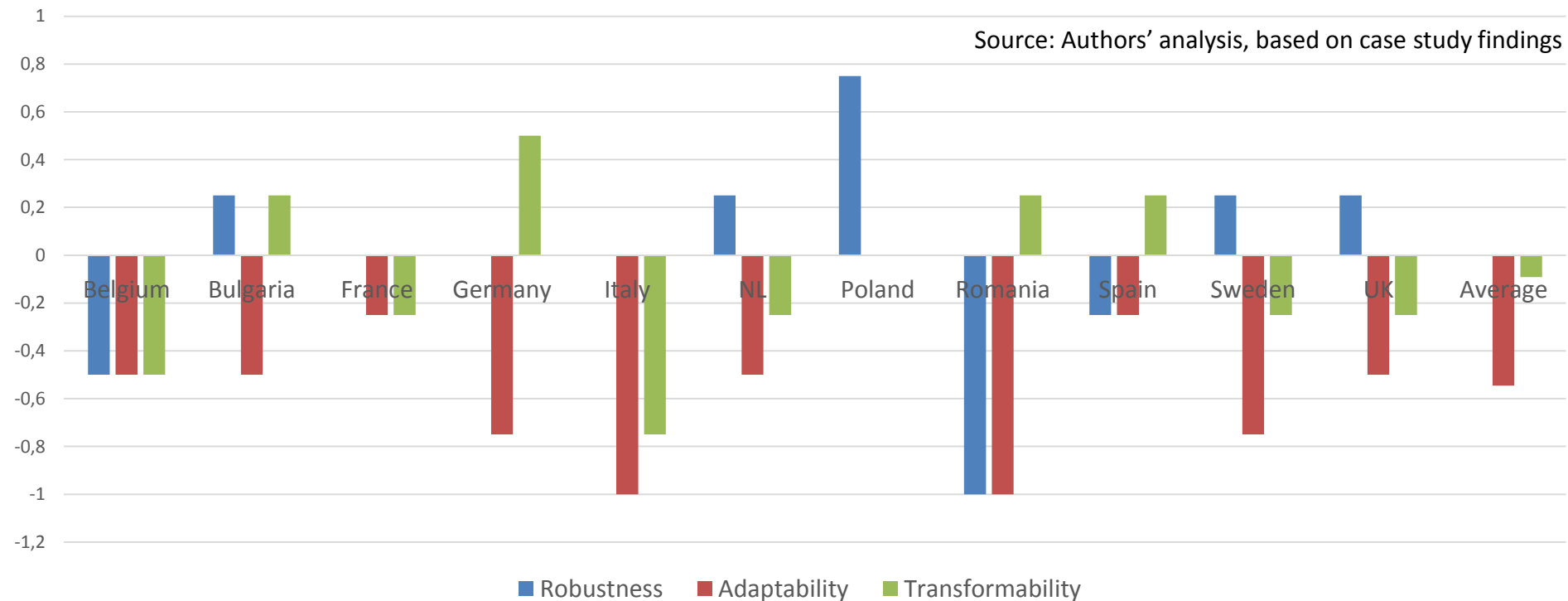
Difference of the average ResAT scores for instruments vs. goals per case

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# Conclusions

- Resilience is definitely a meaningful category for analysing the CAP.

- CAP enhances resilience of most farming systems, but bias towards a robustness-cum-adaptability orientation

- Support for transformability generally underdeveloped

- Eastern European cases score much higher on robustness and much lower on transformability – interplay with national policy context?

- Ambiguity in the interpretation of some policy instruments, e.g. young farmers' premium

- National or regional policy design choices can have large resilience effects.

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# The take-away

The current focus of the CAP on robustness does not sufficiently support adaptability and constrains transformability.

🌿 For more information and to follow the project, please check:

*www.surefarmproject.eu*

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